

# **Texas Justice Information Integration Initiative Plan**



**Department of Information Resources**

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# Introduction

Justice information systems integration is not a new idea—agencies<sup>1</sup> throughout the nation recognize the importance of integrating information systems to share critical data, documents, images, and key transactions. State and local jurisdictions are actively developing integrated justice information systems plans and programs. Integrated systems improve the quality of information and the quality of decisions, by eliminating error-prone, redundant data entry. By sharing data among systems, integration typically improves the timely access to information, a critical factor at many justice decision points. Integration also enables the sharing of crucial information without regard to time or space; multiple users can access the same records simultaneously from remote locations around the clock.<sup>2</sup>

The concept of an “integrated justice information system,” however, means different things to different people in different contexts. The extent to which justice agencies across the country are integrating depends on a number of variables, not the least of which is the definition and scope of the individual integration project.<sup>3</sup> In many cases, integration takes the form of a single agency integrating its many information systems, such as the Department of Public Safety (DPS) integrating driver records with the state’s criminal history file or integrating its criminal records system with fingerprint identification databases. Significant improvements in efficiency and effectiveness can be achieved when internal information systems communicate critical data in a timely manner.

Other projects have taken a broader approach, integrating information systems between agencies with different functions that need to share key pieces of data at critical points in the justice process.<sup>4</sup> The Texas Criminal Justice Information System (CJIS) is an example of interagency integration. CJIS merges the Computerized Criminal History (CCH) file managed by DPS and the Corrections Tracking System (CTS) managed by the Texas Department of Criminal Justice (TDCJ) to create a logical record of a person from arrest through supervision.

It is important to recognize that integrating justice information does not mean that all information between agencies is shared without regard to the event, the agencies involved, or the sensitivity of the information available. Rather, it means ***sharing critical information at key decision points throughout the justice process***. Interagency integration efforts are often referred to as *horizontal* (e.g., between the police and correctional systems) or *vertical* (e.g., from trial to appellate and state supreme courts or from local agencies to state and national/federal systems).<sup>5</sup> Integration does not automatically mean one centralized database. The

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<sup>1</sup> In this report, the term *agency*, used in its broadest sense, refers to federal agencies, state agencies, or local entities.

<sup>2</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integration in the Context of Justice Information Systems: A Common Understanding*, Oct. 2001. Retrieved 5-Jun-2002 from <[www.search.org/integration/pdf/Integrationdef.pdf](http://www.search.org/integration/pdf/Integrationdef.pdf)>.

<sup>3</sup> See note 2.

<sup>4</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integrated Justice Information Systems Governance Structures, Roles and Responsibilities*, Sept. 2000. Retrieved 5-Jun-2002 from <[www.search.org/images/pdf/Governance.pdf](http://www.search.org/images/pdf/Governance.pdf)>.

<sup>5</sup> See note 2.

functions normally considered in integration efforts between agencies include one or more of the abilities to:

1. Automatically *query* local, regional, statewide, and national databases to assess the criminal justice status of a person;
2. Automatically *push* information to another agency, based on actions taken within the originating agency;
3. Automatically *pull* information from other systems for incorporation into the recipient agency system;
4. *Publish* information regarding people, cases, events, and agency actions;
5. *Subscribe* to a notification service.<sup>6</sup>

As agencies develop and improve justice systems, there is a need to take a broader cross-governmental, cross-functional view of justice data.

The purpose of the Texas Justice Information Integration Initiative (TJI<sup>3</sup>) is to provide justice agencies in Texas with a plan to develop a cross-governmental, cross-functional blueprint for sharing justice information in the state. The blueprint will contain data and process models that map who needs justice information, where and when it is needed, and the data definitions that are necessary to share information. With a blueprint in place, it is envisioned that the plans of the individual agencies and entities will be developed with a broader prospective of integration and that systems developed in the future will move towards a coordinated end.<sup>7</sup>

## Background

The Texas justice community is served by a wide variety of information systems that have been designed for very specific purposes. For example, in the late sixties and early seventies, the state and the federal government created statewide and national law enforcement systems that have provided unified repositories of critical information such as theft reports, warrants, missing persons reports, and criminal histories. These repositories and the statewide and nationwide law enforcement telecommunications systems that support them have provided invaluable services to law enforcement and criminal justice agencies across the state and across the country. At the same time, however, other systems have been developed to meet the explicit operational requirements of justice agencies at the local, state, and federal levels. Many justice agencies, local law enforcement, correctional authorities, and the courts developed their plans for information technology without consulting one another. **Many of these systems cannot communicate with systems used by other justice agencies that need the same information.** Crucial information is not shared widely enough within and between agencies on the same level, and local governments spend an enormous amount of time sending the same information to various state and federal entities. Precious resources are

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<sup>6</sup> See note 2.

<sup>7</sup> State justice agencies have identified more than 30 current and planned improvements to various justice information systems. See Appendix D for a list of current and planned justice system projects.

wasted on redundant data entry, manual research, and correction of errors. As a result, justice officials are unable to get timely, accurate, and complete information.

Public safety and government efficiency are sacrificed when public servants are unable to rely on information systems to support critical decision-making needs. Policymakers lack access to reliable data and statistics on which to measure effectiveness of laws, policies, and programs. Justice officials need timely and accurate information at every stage in the justice process.<sup>8</sup>

- The officer on the street who makes a traffic stop already has near immediate access to critical information about the driver and the vehicle. He knows within seconds whether the driver's license is current, whether the driver is wanted, or the vehicle stolen. But, as times have changed, he or she needs more information. Is the driver a threat to peace officers, or is the driver a terrorist? In the future, will the police officer use biometrics to identify the driver positively?
- Judges hearing first appearances for arrested persons need to have a correct identification of the offender and complete and accurate data on the subject's criminal history to make decisions concerning bail or other pre-trial release conditions. Is the subject wanted in another jurisdiction? Has he or she failed to appear in court on previous matters?<sup>9</sup> Is there a domestic violence warrant outstanding? Are there prior Class C misdemeanor convictions that would affect the current charge?
- Prosecutors need complete and accurate information about not only the current case details but also the defendant's previous criminal history in order to make good decisions about charging the subject. Is this a hate crime? Was a weapon used? Does the offender qualify for enhanced penalties under a habitual offender statute?<sup>10</sup>

New needs for information are identified constantly. Judges hearing petitions for domestic or repeat violence injunctions should have the respondent's criminal history available to help determine the degree of threat they pose. Law enforcement agencies need to be able to search pawned property data statewide in order to try to locate items stolen in their jurisdiction.<sup>11</sup>

Each justice agency has historically been focused on capturing and using the information needed for its own processes. However, all justice agencies need essentially the same information, which is entered into each agency's automated systems, albeit often with slightly varying definitions. What has been lacking has been a comprehensive plan for sharing information from one justice agency to another. Effective sharing of the information developed by the various criminal and juvenile justice agencies is critical to public safety.<sup>12</sup>

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<sup>8</sup> Florida Criminal and Juvenile Justice Information Systems Council, *Improving Criminal and Juvenile Justice Information for the 21st Century*, Strategic Plan 2000-2005. Retrieved 5-Jun-2002 from <[www.myflorida.com/myflorida/sciencetechnology/tech\\_pte/pubsPublicationsReports.html](http://www.myflorida.com/myflorida/sciencetechnology/tech_pte/pubsPublicationsReports.html)>.

<sup>9</sup> See note 8.

<sup>10</sup> See note 8.

<sup>11</sup> See note 8.

<sup>12</sup> See note 8.

Texas state agencies have attempted to address the goal of justice data sharing. The Criminal Justice Information System (CJIS) was initially designed to provide law enforcement and corrections agencies timely and accurate information regarding the criminal history and corrections status of the persons in the justice system. While the initial expectations for the system were sound, evolving technology, a more mobile society, and increasing need for the data from a wider variety of justice agencies have combined to form new requirements. Justice agencies and the public now expect justice systems to perform at unanticipated levels of timeliness, accessibility, and completeness.<sup>13</sup>

There are, within the state, examples of well-planned and engineered integrated data systems that can serve as models. Appendix A lists information sharing initiatives in Texas that have been completed and are now in place due in part to the strong leadership provided by the legislature, the justice-related agencies, the courts, the Criminal Justice Policy Council, and the Criminal Justice Division in the Governor's Office. Appendix D lists initiatives that are planned to improve those systems. The following groups have also been working to achieve data integration:

- Texas Law Enforcement Telecommunications System (TLETS) Advisory Board: TLETS is a telecommunications network that provides seven-days-a-week, 24-hours-a-day telecommunications service to local and state criminal justice agencies to enter data and inquire into state and federal databases. The TLETS Advisory Board, which is composed of representatives of the state, federal, and local agencies that participate in TLETS, advises the executive director of the Department of Public Safety regarding needs and strategies to enhance the automated systems and practices used in exchanging of information among Texas law enforcement and criminal justice agencies via TLETS.
- The State Agency Justice Information Coordinating Committee (SAJICC) was created in 1999 to coordinate the development of justice systems maintained or managed by the participating state agencies so that those systems are able to share information in a manner that maximizes the services provided to justice information users in Texas. Service on SAJICC is voluntary and most of its members have direct management responsibilities in their own agencies. The committee has no staff to support its coordination efforts.
- The Judicial Committee on Information Technology (JCIT) evolved from the recommendations of the 1996 Texas Commission on Judicial Efficiency. The Commission began a major initiative to address, among other things, the courts' information needs. The mission of JCIT is to establish standards and guidelines for the systematic implementation and integration of information technology into the trial and appellate courts in Texas. While JCIT addresses court needs, its recommendations can have significant impact on the flow of data through other systems. There are mutually beneficial opportunities for more coordination among the courts and the other state and local justice agencies within Texas. For example, a prosecutor in Fort Worth needs to know if the suspect he has in custody has prior convictions in Dallas, Houston, or any other city or county in Texas that would affect the current charge. Only 59 of Texas' 254 counties currently report conviction information electronically. Accurate criminal records

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<sup>13</sup> *The Criminal Justice Information System: An Assessment of Current Status*, March 2001.



require not only the courts' disposition data, but also the corresponding arrest information, so the JCIT is coordinating with state and local law enforcement agencies to implement electronic arrest reporting (EAR) capabilities in counties in conjunction with electronic disposition reporting (EDR) of the case.

- The Office of Court Administration (OCA) is mandated to collect and analyze information related to court activities throughout the state. The statistics are collected in a manner that focuses on significant issues and accomplishments in the judicial arena, and are used for identifying opportunities for improvement in the judicial system. OCA and DPS are evaluating ways to eliminate redundancies in data collection, better share data with other entities, and streamline both the acquisition and dissemination of data. OCA has made some initial, low-cost gains in providing statistical data to the public online and in enabling trial court monthly reporting online.
- Senate Bill 1458 (77th Leg., R.S.) created the Electronic Government Program Management Office (PMO) within the Department of Information Resources. The PMO is to provide an enterprise approach to the development and deployment of electronic government projects. In SB1458, "electronic government project" means the use of information technology to improve the access to and delivery of a government service, including a project that uses the Internet as a primary tool for the delivery of a government service or performance of a governmental function. The PMO is charged with coordinating among state agencies by identifying the resources necessary for projects and opportunities among multiple agencies, as well as local and federal government, for the coordination of these projects. To accomplish this, the PMO will create state agency coordination teams, as appropriate, to reduce information technology expenditures and eliminate unnecessary duplication.

Many Texas counties have also made significant progress related to justice integration at the local level.

- Dallas County Juvenile Information System (JIS). More than 50 local law enforcement, judicial, and educational agencies have tapped into the federal Juvenile Accountability Initiative Block Grant Program (JAIBG) to create and support the Dallas County Juvenile Information System. Participating agencies can access and share agency specific juvenile information through a secure centralized database. The JIS provides county police departments, district attorneys, district and municipal courts, and schools with:
  - Quick and cost-effective means of sharing and retrieving juvenile information;
  - A method of getting juveniles into diversionary and treatment programs before they become habitual offenders;
  - An efficient process that maximizes time and resources of law enforcement and judicial agencies.
- Harris County Justice Information Management System (JIMS). JIMS is the product of a continuing cooperative effort among Harris County juvenile justice agencies and elected officials. The automated systems are designed to provide one-time entry of data and efficient access to justice information to all agencies that require it through shared files and system resources, while restricting access to certain criminal history and other sensitive information according to local, state, and federal regulations, laws, and guidelines.

- Tarrant County has undergone a planning effort to develop an integrated justice information system. Tarrant County has joined with the sheriff's department, prosecutor's office, courts, and corrections agencies to collectively plan for the delivery of criminal justice and public safety services. The purpose of the project is to encourage information sharing for cross-jurisdictional criminal justice integration. Tarrant County has developed a planning and data model outlining the relationships of the justice data in the county and is presently seeking funding to implement the model.

Although there have been many successful projects at the state and local levels, the projects fall short of accomplishing a comprehensive cross-governmental and cross-functional look at criminal justice information. The basic blueprint for data sharing on a statewide basis has not been developed. Texas cannot afford to have incomplete information that does not support critical decision-making, nor can it afford to divert its justice system professionals from public safety to records-keeping tasks that can be done more efficiently through an integrated justice system. This plan addresses the preliminary steps that must be taken to allow justice information sharing in Texas.

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# Mission and Vision

The Department of Information Resources (DIR), at the request of the Criminal Justice Policy Council, was tasked with developing the Texas Justice Information Integration Initiative Plan. DIR worked with an advisory committee of state and local policy makers and administrators who represented a cross-section of the criminal and civil justice information community. The following entities were represented on the TJI<sup>3</sup> advisory committee:

- County Information Resources Agency (CIRA)
- Criminal Justice Policy Council (CJPC)
- Department of Information Resources
- Harris County
- Judicial Committee on Information Technology (JCIT)
- Office of Court Administration (OCA)
- Office of the Governor, Criminal Justice Division (CJD)
- Texas Association of Counties (TAC)
- Texas Commission on Jail Standards (TCJS)
- Texas Department of Criminal Justice (TDCJ)
- Texas Department of Public Safety (DPS)
- Texas Juvenile Probation Commission (TJPC)
- Texas Youth Commission (TYC)

The advisory committee was aware of the many state and local justice-related technology projects under development in the state and was concerned about the lack of coordination and information sharing. The committee was sensitive to local agencies' complaints about the number of times they must submit the same information to the state to feed disparate systems. The committee sought a plan to develop a blueprint for the sharing justice information in the state. Once a blueprint has been developed, the plans of the separate agencies could move toward a coordinated end and technology could be used to address state and local concerns.

This plan identifies goals, strategies, and deliverables that are necessary to develop the blueprint, independent of the resources that may be required to take those steps. Currently, no agency has received funds specifically to execute this plan. These goals are very ambitious, and the fact that the plan has been written should not raise expectations regarding what portion of it may be accomplished within any certain period of time.

## TJI<sup>3</sup> Vision Statement

The TJI<sup>3</sup> Plan provides a foundation for the improved administration of justice through **collaboration** among governmental entities to provide accurate, secure, and timely information to users in a format that is simple and useful.

## TJI<sup>3</sup> Mission Statement

To **coordinate** the development and operation of justice systems maintained or managed by participating justice entities so that those systems are able to share information consistently, accurately, and potentially electronically in a manner that maximizes the services provided to justice information users in Texas.



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# Realizing the Vision

## Goal 1: Create a governance structure for TJI<sup>3</sup>

The governance structure guides the long-range development of the project. To create this structure, all stakeholders must be identified, including their relationships and requirements. A governing body or steering committee must be appointed to represent the stakeholders, set priorities, monitor progress, and arbitrate among divergent interests. The governance structure should also develop a communication plan and a preliminary management plan with which to initiate the rest of the project.

### Strategies

- Interview justice information stakeholders to determine their interests and expectations, who represents each group, their communications needs, and other key information.
- Identify and prioritize key interests and requirements.
- Identify communication needs and create a communication strategy to fill those needs, utilizing and leveraging existing criminal justice and non-criminal justice infrastructure.
- Propose a governance structure and procedures to monitor and address critical success factors, conflicts of interests, and major risks.
- Create a management plan with initial responsibilities and priorities.

### Deliverables

- **Stakeholder analysis** identifying each category of stakeholder and their characteristics, such as:
  - Primary stake(s) in the project,
  - Level of management support for the project,
  - Resources available to be dedicated to the project,
  - Contacts, representatives, and subject matter experts,
  - Communication needs, and
  - Alignment of divergent interests among common stakeholders.
- **Governance plan** explaining and classifying key interests of stakeholders, divergent interests, success factors, and primary risks. The governance plan will propose a governing body for the project, and operating policies and procedures. The governing body will represent stakeholders, set goals, prioritize subprojects, monitor and report progress to the legislature, arbitrate disputes among stakeholders, and if necessary, enforce decisions.
- **Management plan** proposing directions for initiating the project, activating subprojects, and setting priorities.

## Goal 2: Create a consolidated justice data model for the State of Texas

A consolidated data model is an essential first step in developing an integrated justice system. A data model is the framework for identifying information and its relationships to other information technology components. A data model describes how data is interrelated and provides a foundation for planning and building future information systems and/or sharing information among disparate systems. A data model supports the accuracy and integrity of data by providing a means of determining the impact of changes made to systems and databases.

The data model should incorporate the data elements essential to all jurisdictions and stakeholders. It should provide a comprehensive view of justice data, such as personal and case information, incarceration status, warrant status, and future court appearances. At this time, it is not recommended that the data be held in a single location, or that the data model be the responsibility of a single justice agency. It will be a road map developed and maintained under the guidance of the Governance Structure created in Goal 1. It would be available to all jurisdictions, and to the public as applicable, and would be the data standard for exchanging justice information. With this model, jurisdictions can locate data that they need to perform their duties and the legislature can craft legislation about use of personal data in justice cases.

### Strategies

- Identify the justice data currently available from state and local justice agencies and courts.
- Identify additional data needed by the entities served by state and local justice agencies and courts.
- Review work done by justice data consolidation groups such as SAJICC and JCIT. Merge and normalize the data models.
- Provide a feasibility report on strategies for integrating justice data repositories.

### Deliverables

- **Report identifying data available** from justice entities, to whom it is available, restrictions on its availability and use, response time for delivery, and other critical parameters such as legislative or agency policy restrictions on sharing data with other organizations. Also list justice data consolidation initiatives, their scopes, members, current status, and products.
- **Report identifying additional data** needed by justice data users (that may include non-justice users of the data) and federal authorities such as the FBI. Include parameters such as how users need the data delivered, the time constraints under which it must be delivered, and other parameters such as legislative or agency policy restrictions on sharing data with other organizations.
- **Normalized data model** based on reports in deliverables above. Include data definitions and map data available to data needed, noting gaps and suggesting appropriate organizations for collecting and/or distributing such data.

- **Feasibility report** proposing a strategy for the integration (data sharing) of cross-jurisdictional data identified in the model above. This report will include a study of technologies and approaches (a central system, index, or a data repository) that would be appropriate within the limits of existing organizational boundaries, legislative restrictions, funding limitations, and other constraints. Examine alternatives for and make recommendations about ongoing maintenance of the data model.

### Goal 3: Improve integrity, accuracy, and timeliness of justice information

Improvement in the quality of justice data will come from many directions. To improve integrity, data must be entered only once and distributed to all entities that need it. Redundant and unnecessary data entry must be eliminated. Data must be validated and corrected as quickly as possible to improve accuracy. Thus, data quality standards must be established and enforced. To achieve cooperation and improve accuracy, it must be easy for users to enter and update data. Much of this goal must be addressed by detailed analysis of data entry requirements and interviews with users who enter the data. The activities supporting this goal will be very closely coordinated with the work on Goal 2 (create a consolidated justice data model), and in some cases will overlap.

#### Strategies

- Identify all data entry points, redundant data entry, gaps, bottlenecks, and improvements needed.
- Identify existing state and federal standards for data entry, validation, presentation, and transmission.
- Expand and enhance data standards as necessary and consolidate them into a single statewide body of rules.
- Identify barriers to adopting the standards and develop an operations plan to implement the standards in state and local justice data systems.
- Establish procedures for monitoring accuracy and implementing corrective actions where appropriate.
- Identify requirements and resources needed to improve data systems and data quality.
- Identify sources and obtain funding for improving justice data systems.

#### Deliverables

- **Current process model** (“as-is”) showing how and when data identified in the data model are gathered, exchanged, and under what constraints. The constraints should include timeliness of data entry and other policy and legal standards; response time and other system performance parameters; and network and other infrastructure components.
- **Proposed process model** (“to-be”) that consolidates and simplifies data entry, eliminates redundant data entry, establishes responsibility and authority for data entry, accuracy, and maintenance, and ownership. The model will map current processes identified under the current process model to the proposed model and identify alternatives for migrating existing processes and applications to the new model.

- **Operations plan** for improving data integrity, accuracy, and timeliness. The plan should include (1) communication and education plans for all entities that must enter and maintain data; (2) policy and legal barriers and recommendations for legislation that may be needed to address the barriers; (3) infrastructure gaps, recommended remedies, and funding sources for infrastructure; (4) an implementation plan for the proposed process model above; and (5) identification of funding sources for entities to convert existing data entry and distribution systems.
- **Report on funding information.** The report will list current funding sources available to improve the integrity, accuracy, and timeliness of justice information along with contacts, criteria, and other important parameters. Information should be easily accessible and a central Web site for justice project funding should be considered. An initial list of sources of grant funds can be found in Appendix F.

## Goal 4: Increase access to and improve response from justice data systems

Users who need justice data and those who use and enter data into the system may not always be readily open to sharing. Thus, objectives of this goal must be treated separately from those in Goal 3 (improve integrity, accuracy and timeliness of justice information). In particular, users of the data must be categorized along with the priority of their data requirements. Access to data will have to be addressed through legislation and administrative rules to bring consistency to the way identical data is handled among all justice data repositories, when appropriate.

### Strategies

- Categorize and prioritize stakeholders' data needs based on stakeholder input.
- Identify additional data needed, gaps, bottlenecks, and other improvements needed. Identify sources of data and barriers to distributing the data.
- Develop an operations plan to implement data standards in state and local justice agency systems.
- Incorporate the requirements from this goal into the data standards and data model in Goals 2 and 3 as user requirements are defined.
- Make recommendations about legislation needed to ensure consistency in the way data is handled among justice data systems.
- Work with justice agencies and courts to establish methodologies for receiving and processing electronic requests for data.

### Deliverables

- **User access model** showing how and when data identified in the data model can be distributed to various classes of users, and under what constraints. The model should include:
  - Classes of users based on priority, urgency, privacy, and security of data needed (e.g., sheriff offices, DPS, police departments, licensing agencies, crime victims, general public).



- Data access channels available from Goal 5, below, mapped to data elements from Goal 2, showing where and how data is available, gaps in data access, security risks, and other barriers, opportunities, gaps, and risks.
- Data elements available to each class of users.
- **Legislative and policy recommendations** based on the user access model above and on the data model from Goal 2. The recommendations will note inconsistencies in privacy statutes, security risks, and other issues that must be addressed through statute or administrative rules.
- **Funding recommendations** based on the funding report from Goal 3. This report will note which classes of users have access to various funding opportunities. In addition, it may be possible to develop project proposals based on data access needs (e.g., crime victims) identified in this goal, and improvements needed in justice data identified in Goals 2 and 3.

## Goal 5: Establish a statewide data sharing infrastructure

Large counties, municipalities, agencies, and courts can generally maintain their own data centers and networks. Most smaller counties and jurisdictions do not have the resources to participate fully in state networks. Consolidating and coordinating some of the infrastructure and networks could result in efficiencies and savings that can be used to enable smaller jurisdictions and users to participate in statewide justice data networks. An integrated statewide infrastructure gives all sheriff's offices and police departments important new resources with which to identify and remove threats to public safety.

A critical component of infrastructure is the telecommunications network. TLETS has provided telecommunications capability among law enforcement agencies for 30 years. Additionally, the Telecommunication Services Division (TSD) of DIR manages the operation telecommunications services and contracts for the state's telecommunications network, TEX-AN (TEXas Agency Network). TEX-AN is the second largest telecommunications network in the nation, second only to the Federal Telecommunications System. The network serves more than 4,500 locations, with more than 25,000 circuits statewide. TEX-AN provides telecommunications services to state agencies and political subdivisions, including data services (dedicated circuits, video, Internet, etc.) and long distance voice services (interstate, intrastate, 1-800, etc.). The Telecommunications Planning and Oversight Council (TPOC) provides oversight for statewide telecommunications. TPOC is charged with responsibility for planning and overseeing the implementation and maintenance of a single consolidated statewide network in support of the statewide vision for information resources management. Through the *Strategic Plan for State Government Telecommunications Services*, TPOC establishes the requirements for a single network to support the telecommunications functions of all state government entities and universities, and enable voice, video, and data traffic to share the same infrastructure.

DIR is also tasked with convening a working group composed of the Comptroller, other state agencies, and local governments to examine the state-funded telecommunications networks that connect with county courthouses to determine the costs and benefits of consolidating these systems before August 31, 2003. This is part of a broader effort to streamline and

reduce reporting requirements on cities and counties to the state. DIR will leverage existing research efforts regarding infrastructure, such as those by the Office of Court Administration (OCA). OCA has developed a database that includes information on estimated costs and availability by type of service, service providers, and existing services (such as the Health and Human Services Commission Network, TLETS, and the Office of the Attorney General) at known public addresses.<sup>14</sup> Any efforts to deploy this plan that are related to improving the infrastructure for justice information integration must leverage information gathered by DIR and TPOC and other governmental entities, and work with these entities on strategies for addressing justice-related infrastructure needs in local government.

## Strategies

- Identify statewide requirements for handling data and processes identified in Goals 2, 3, and 4, including those of courts, and medium and small counties and municipalities.
- Identify funding sources to upgrade existing infrastructure.

## Deliverables

- **Infrastructure gap analysis** that maps each user's data needs and the sources identified under Goal 2 to infrastructure through which the data can be received and/or sent. This will identify additional infrastructure needed for each user or entity.
- **Operations plan** for consolidating and updating statewide justice data infrastructures. The plan will identify priorities and provide a phased implementation schedule based on the information gathered by DIR and TPOC and the infrastructure gap analysis. It will also recommend funding as identified in the funding report below.
- **Infrastructure funding report** listing current funding alternatives along with contacts, criteria, and other important parameters.

## Conclusion

These goals are very ambitious, and no agency has received funds specifically to execute this plan. Identifying and documenting the key information transaction points, routine information exchanges, and queries that occur at each decision point (i.e., creating data and process models of justice information) on a statewide basis, would greatly facilitate integration systems planning and design. The consolidated justice data model recommended in Goal 2 will provide a **statewide** view of the person and case information, including incarceration status, warrant status, and future court appearances to support decisions regarding arrest, charging, release/release conditions, and program eligibility. It provides a framework in which technology can be applied to allow for the sharing of critical data, documents, images, and key transactions; reduction of redundant data entry; and the improvement of access to information. Without the consolidated data model, the current and future projects planned by agencies will continue to develop information needs independently. State and local agencies will continue to operate and improve their existing systems and will make plans for new systems. (See Appendix D for a list of future and planned justice-related projects).

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<sup>14</sup> Office of Court Administration, *Telecommunication Database*, home page, 5-Jun-2002 <[www.telecom.courts.state.tx.us](http://www.telecom.courts.state.tx.us)>.

In addition, Goal 5, establishing a statewide data-sharing infrastructure, will not be effectively implemented without adequate telecommunications capability between the various entities, particularly at the local level. The data that feeds the criminal justice system is generated primarily at the local level, and it is local law enforcement and courts that need the data to protect the public. Finally, information sharing will be limited, with redundant data entry, manual research, and correction of errors, and state and local agencies will continue to waste scarce resources.



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## Integration Initiatives across the Country

Texas is not alone in its quest for justice information sharing. Justice agencies at all levels of government are working toward horizontal integration (local-agency-to-local-agency and state-agency-to-state-agency integration) as well as vertical integration (local-agency-to-state-agency-integration). Many states are now taking a closer look at the nature of the justice community and the ability of that community to share information in a timely manner at key decision points throughout the justice process.<sup>15</sup> A review of state initiatives indicates there are at least three options to achieve an integrated justice system:

1. Replace all operational systems with new integrated systems;
2. Define and implement interfaces between existing operational systems based on industry standards; and
3. Develop an operational data repository for shared information reporting and consolidated access.

States with integrated justice system initiatives include Colorado, Washington, Oregon, and Kansas.

### Colorado

The mission of the Colorado Integrated Criminal Justice Information System (CICJIS) is to establish a seamless integrated system that maximizes standardization of data and communications technology among law enforcement, district attorneys, and state-funded courts, adult and youth corrections. CICJIS facilitates tracking the complete life cycle of a criminal case through its various stages involving all criminal justice agencies through a central repository that translates messages sent by each state agency so that every computer in every agency is able to read those messages. Each participating agency maintains its own legacy system linked by a central index. Information collected by any agency that is needed by any other agency is automatically routed to the requesting agency according to business rules that define the circumstances whereby information may be accessed. CICJIS was initially developed by mutual agreement, but in 1996 it was formally established as an independent program and defined in statute.

The 1996 legislation that established the CICJIS organizational structure designated the directors of the five participating agencies—the Colorado Department of Public Safety, Colorado Department of Corrections, Colorado Department of Human Services, Colorado District Attorneys Council, and the Colorado Judicial Branch—as the CICJIS task force, and established the position of CICJIS Chief Information Officer (CIO), appointed by the Governor and the Chief Justice. The executive directors and the state court administrator appointed their organizational information technology directors to serve as the members of the CICJIS Task Force and designated themselves as the Executive Policy Board with responsibility for maintaining overall business authority over the system. The task force

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<sup>15</sup> See note 2.

subsequently established a Technical Work Group and a Tactical Business Group. The CICJIS system is housed at the Department of Public Safety for administrative purposes.

The CICJIS Project Plan began in April 1996 and went live in May 1998. The project had five phases consisting of the preliminary phase (the development of a data dictionary, application identification, vendor selection, contract negotiations, hardware purchase, and database development), two pilot phases, the full development phase, and the implementation phase. The total implementation budget for the project exceeded \$4 million, which consisted of \$2.7 million in new state funds, \$1 million in federal grant money, and \$300,000 out of the participating agencies' budgets.

CICJIS is defined in legislation as an integrated criminal justice system and its operational scope is limited to the electronic exchange of information related to felony cases in state-funded courts, all warrants, and all restraining orders. System expansion to facilitate integration with all justice system-related agencies and systems not currently participating in CICJIS is being planned.<sup>16</sup>

## Washington

The mission of the Justice Information Network (JIN) is to ensure that any criminal justice practitioner in the state will have complete, timely, and accurate information about any suspect or offender. This information—including identity, criminal history, and current justice status—will come from data that have been entered once and will be available on a single workstation with a single network connection from an automated statewide system. The vision of JIN is to provide complete, accurate, and timely information about any suspect or offender—available anytime and from anywhere—to help the justice community make informed decisions when they are needed to move cases quickly and fairly through the justice enterprise.<sup>17</sup>

Washington started with a “data architecture” or a framework for identifying information and its relationships to other information technology components. The justice data architecture identified information shared among state agencies, local law enforcement, and the courts. The Washington data architecture is composed of a process model and a data model. The process model describes the activities and information flow of the justice system and defines the information content of interfaces between processes and other components of the model. The data model categorizes justice information and describes the relationship between components of the model. The data dictionary part of the data model includes detailed definitions for each data model. The project team recommended that the format, length, and values for each data element named in the data dictionary be accepted as a standard. The

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<sup>16</sup> SEARCH, National Consortium for Justice Information and Statistics, “Colorado Integrated CJIS: Project Overview and Recommendations,” *Case Study Series*, Fall 2000/Winter 2001. Retrieved 5-Jun-2002 from <[www.search.org/publications/pdf/Colorado case study.pdf](http://www.search.org/publications/pdf/Colorado%20case%20study.pdf)>.

<sup>17</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integrated Justice Information Systems*, home page, 5-Jun-2002 <[www.search.org/integration/](http://www.search.org/integration/)>. Search: State Profiles > Washington > System Description.

standard data element format is the means to share information. The standards are a work in progress, as they will be constantly evolving with new programs and requirements.<sup>18</sup>

The criminal justice community is able to exchange information and services with state and local governments through Washington's Intergovernmental Network (IGN). IGN serves as the technical backbone that allows the criminal justice community to do complete and accurate work regardless of the fact that those justice responsibilities are divided among state and local entities.<sup>19</sup>

The Criminal Justice Information Act (CJIA) Executive Committee provides operational oversight for JIN initiatives and has statutory responsibility for developing and implementing recommendations regarding justice information system improvements. The Justice Data Architecture Subcommittee was created as a working committee of the CJIA Executive Committee to develop the process models, data model, and data dictionary.<sup>20</sup>

As of September 2001, 150 courts have access to a Judicial Information System (JIS) in 32 of the state's 39 counties. The JIS provides case management, docketing, calendaring, accounting, and defendant histories to all courts.<sup>21</sup>

## Oregon

Oregon's approach to integration focuses on improving the flow of information among agencies and does not seek to modify the way that criminal justice agencies process information internally.<sup>22</sup> The Oregon Criminal Justice Information Standards (CJIS) Program involves the development of a conceptual design and standards required for migrating from the current environment to a future vision of a CJIS that coordinates information among ten state criminal justice agencies. Oregon is completing a seven-project strategy to lay the groundwork for its integration efforts. The strategic initiatives include:

1. CJIS Reorientation: The Oregon State Police have been legislatively empowered to coordinate integration efforts. The Bureau of Justice Assistance approved Criminal History records assessment and Criminal History Improvement Plan.
2. Application Development: Reengineering of the state NCIC switch and information systems known as the Law Enforcement Data System is in progress. This effort includes redevelopment of the Criminal History system and hot files, and development of in-custody files and other applications.
3. CJIS Standards: Version 1.11 is the current level of data and technology standards. Maintenance of standards will be ongoing.

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<sup>18</sup> Washington Justice Information Committee, *Justice Common Data Architecture*, May 2001. Retrieved 5-Jun-2002 from <[www.wa.gov/dis/jin/comdataarch/contents.htm](http://www.wa.gov/dis/jin/comdataarch/contents.htm)>.

<sup>19</sup> See note 17.

<sup>20</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integrated Justice Information Systems*, home page, 5-Jun-2002 <[www.search.org/integration/](http://www.search.org/integration/)>. Search: State Profiles > Washington > Governance Structure.

<sup>21</sup> See note 17.

<sup>22</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integrated Justice Information Systems*, home page, 5-Jun-2002 <[www.search.org/integration/](http://www.search.org/integration/)>. Search: State Profiles > Oregon > System Description.

4. Terminal Replacement: The state criminal justice network previously relied on single-function terminals. Network-based software is not available. Terminal replacement is no longer a major issue.
5. Network Enhancement: Completion of a pilot project utilizing frame relay has been completed. The availability of statewide frame relay has provided the needed capacity and functionality.
6. Intersystem Data Access Pilot: Oregon Judicial Department court scheduling interface with Lane/Benton/Multnomah counties piloted the use of EDI transactions to propagate criminal justice data.
7. Imaging Pilot.

To date, Oregon has produced a compilation of standards (operating systems, network, imaging, messaging data, and data element), a statewide requirements definition of information sharing needs, and a conceptual design. State and local agencies are adopting the standards for use in their criminal justice information projects. A seven-project strategic plan is being completed, which will improve infrastructure to support further integration. The Oregon Judicial Department is beginning to interchange court case data with counties. Two other agencies, the Department of Corrections and the Board of Parole and Post-Prison Supervision, have fully integrated their information systems and business processes.

## Kansas

The mission of the Kansas Criminal Justice Information System (CJIS) is to create and maintain an accessible and appropriately secured criminal justice information repository with accurate, complete, and timely data on individuals and events for criminal justice and non-criminal justice information users, which supports effective administration of the criminal justice system, public and officer safety, and public policy management in a cost-effective manner.<sup>23</sup>

Kansas has developed a strategic plan for the comprehensive implementation of a statewide CJIS. The first phase of the project will focus on the infrastructure to support a fully automated criminal history record system. The goal is to create a fully integrated system, using data warehousing to manage information from a variety of criminal justice agencies. More than \$10 million in federal, state, and local funds are dedicated to the projects in the strategic plan. Kansas eventually plans to expand the system to allow non-criminal justice access and facilitate data sharing among non-criminal justice agencies.<sup>24</sup>

## Lessons Learned

It is difficult to characterize state planning nationwide, except to say that all states are involved at some level. A review of other states' plans shows that approaches widely vary.

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<sup>23</sup> SEARCH, National Consortium for Justice Information and Statistics, *Integrated Justice Information Systems*, home page, 5-Jun-2002 <[www.search.org/integration/](http://www.search.org/integration/)>. Search: State Profiles > Kansas.

<sup>24</sup> See note 23.



Some states are able to take advantage of small geographic size or strong centralized governments to perform some unification of processes or systems, which greatly eases integration and information sharing. It is clear that the size of Texas, the strong local systems and processes, and the clear lines between justice disciplines require that the Texas plan emphasize coordination and interoperability rather than unification and strict integration. However, one of the keys to a successful project is to learn from others who have gone before you. Although states have chosen a variety of approaches to implementing an integrated justice system, many experts and states offer the following advice when implementing an integrated justice system:

- High-level oversight committees are essential. Washington, Delaware, Colorado, and Kansas all use high-level oversight committees composed of officials from each of the participant agencies who are responsible for overseeing and making major decisions regarding statewide integration efforts. Oversight committees are not responsible for user-level decision making; instead, they are responsible for agreeing upon the vision for the system, providing leadership and oversight, and making major decisions about the project.
- Keep stakeholders informed by conducting local, regional, and statewide meetings. In addition, the senior leadership of all agencies to be affected by proposed changes must be consulted throughout the process in order to arrive at the solution that is best for all involved.
- Analyze business requirements before implementing an integrated system. Significant data and analysis already exist—one of the biggest challenges is to make use of it. Take time to conduct the initial needs assessment. Document the business and technical aspects of the project. Establish business processes that eliminate redundant tasks, reduce manual intervention, and maximize the use of technology.
- Identifying and documenting the key information transaction points and routine information exchanges and queries that occur at each decision point on a statewide basis will greatly facilitate integration systems planning and design. Create an accurate model of the justice information system processing, which includes identifying common events that trigger information exchanges, the agencies involved, and the nature and content of these conversations.<sup>25</sup>
- Adequate resources must be available. Only stable funding will allow progress to be made. Operating within the scope of participating agencies' budgets and priorities does not work. Dollars will drive the integration effort.
- Legislative mandates may be necessary to achieve the goals identified.
- To achieve the goal of more efficient communication and data sharing, standards must be identified, defined, and developed for telecommunication and networking, confidentiality, privacy and security, data element definition and characteristics, data administration, emergency backup, and transmission standards for images and data.

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<sup>25</sup> See note 2.



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# National Efforts at Planning for Justice Information Sharing

## Department of Justice

The Department of Justice (DOJ)<sup>26</sup> and the Federal Bureau of Investigation (FBI) have historically been the driving forces behind the national integration of justice systems. The FBI collects criminal information and manages national repositories of criminal justice data pursuant to its mission to uphold the law through the investigation of violations of federal criminal law, to protect the United States from foreign intelligence and terrorist activities, and to provide leadership and law enforcement assistance to federal, state, local, and international agencies. These repositories include:

- The National Crime Information Center (NCIC), which, since 1967, has provided an online, real-time repository of theft reports, warrants, and other critical data held by local law enforcement and criminal justice agencies throughout the country. The system provides invaluable information regarding wanted persons and stolen property to law enforcement agencies across the nation. In addition to entering the data into the system, law enforcement agencies make approximately 2.5 million inquiries daily to check on the status of persons or property.
- The Interstate Identification Index provides a national index of criminal histories stored in state and FBI repositories. As with NCIC, the index is available to criminal justice agencies throughout the country on a 24-hour-a-day, seven-day-a-week basis. Daily inquiries average approximately 200,000.
- Crime statistics have been gathered from police agencies throughout the country via the Uniform Crime Reporting program. Started in 1929 by the International Association of Chiefs of Police and transferred to the FBI, the program is moving to a more detailed gathering of crime data called the National Incident-Based Reporting System (NIBRS). The program provides the long-standing national picture of crime, as published each year in *Crime in the U.S.*<sup>27</sup>

The Texas Department of Public Safety manages the corresponding state programs for each of the above national systems:

- Texas Crime Information Center (TCIC),
- Texas Computerized Criminal History (CCH) program,
- Texas Uniform Crime Reporting program,
- Texas Incident-Based Reporting System (TIBRS).

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<sup>26</sup> U.S. Department of Justice, *United States Department of Justice*, home page, 5-Jun-2002 <[www.usdoj.gov](http://www.usdoj.gov)>.

<sup>27</sup> Federal Bureau of Investigation, *Uniform Crime Reports*, home page, 5-Jun-2002 <[www.fbi.gov/ucr/ucr.htm](http://www.fbi.gov/ucr/ucr.htm)>.

## Office of Justice Programs

Within the Department of Justice, the Office of Justice Programs (OJP)<sup>28</sup> provides significant assistance to state and local agencies throughout the country. Within OJP, the Bureau of Justice Statistics has administered the National Criminal History Improvement Program (NCHIP) since the program began in 1995. NCHIP assists states in improving the quality and accessibility of the nation's criminal history records and records of protective orders, which involve domestic violence and stalking, and in supporting the development and enhancement of state registries of sex offenders released into the community.

In 1997, the Office of Justice Programs recognized that as state, local, and tribal governments forge ahead with the development of justice information systems, OJP is presented with an unparalleled opportunity—through the efficient, coordinated, and targeted use of grant funds—to form partnerships to assist in achieving a nationwide integrated justice system capability. During 1998, OJP worked with more than 300 state and local criminal justice leaders through a conference series designed to gain insight into current state and local integrated technology initiatives. Based on this input, OJP refined its federal role in support of integrated justice and designed and implemented a number of actions to facilitate and assist integration efforts at the state, local, and tribal level.

OJP's Justice Integration Initiative is pursuing projects in four areas: the Center for Integrated Justice Information, State Pilot Projects, Standards, and Justice Information Privacy.

### Center for Integrated Justice Information

The Center for Integrated Justice Information is a dynamic, Web-based resource enabling justice components at all levels of government to access and obtain timely and useful information on integration processes and initiatives and on new policy and technology developments.

### State Pilot Projects

The Office of Justice Programs will be working with the states of Alabama and Indiana on the planning, design, development, implementation, and testing of integrated justice technologies. In Southwestern Alabama, a multi-county pilot project will document thought processes as well as technology solutions that go into designing and implementing a successful integrated justice system. The pilot sites will also serve as test beds for existing model approaches and privacy policy guidelines (described below). In Indiana, OJP will be coordinating integration of law enforcement wireless technologies under the Indiana Hoosier SAFE-T project.

### Standards

The Justice Integration Initiative is addressing standards development from various angles. OJP is partnering with standards setting organizations and justice agencies to identify and adopt standards critical to information exchange and maintenance. A formalized adoption

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<sup>28</sup> U.S. Department of Justice, *Office of Justice Programs*, home page, 5-Jun-2002 <[www.ojp.usdoj.gov](http://www.ojp.usdoj.gov)>.

process will be developed and recommended for future standards. Additionally, OJP is supporting the efforts of the National Center for State Courts (NCSC), the Conference of State Court Administrators, (COSCA) and the National Association for Court Management (NACM) to develop functional court automation standards in the criminal, civil, domestic, and juvenile justice areas, and is supporting the efforts of their joint technology committee on the development of the Extensible Markup Language standard for court filing (see Appendix C). Finally, OJP is supporting the development of systems architectures through an architectural collaboration and software reuse project with the state of Missouri and architecture technical assistance through the National Association of State Chief Information Officers (NASCIO).

## Justice Information Privacy

In 2000, the Office of Justice Programs began a parallel initiative to the Justice Integration Initiative in the area of justice information privacy. The purpose of the OJP Justice Information Privacy initiative is to provide privacy policy and technology design assistance for integrated justice systems to state, local, and tribal justice practitioners in the form of guidelines, principles, assessment tools, discussion forums, and training and technical assistance.

## SEARCH

SEARCH, the National Consortium for Justice Information and Statistics,<sup>29</sup> is a nonprofit consortium created by and for the states and governed by a membership group composed of one gubernatorial appointee from each of the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands. SEARCH is the national provider of technical assistance to states under the National Criminal History Improvement Program. SEARCH's primary objective is to assist state and local justice agencies that need to "exchange information with other local agencies, state agencies, agencies in other states, or with the federal government." To that end, it manages a number of special projects, including Law Enforcement Information Technology, Integrated Justice, Drug Courts, and the National Incident-Based Reporting System. As part of its Justice Information Exchange Model, SEARCH provides the data collection tool application to assist justice information integration projects.

## Global Criminal Justice Information Network

The U.S. Congress created the Global Criminal Justice Information Network under the Federal Advisory Committee Act to advise the Attorney General on matters regarding justice information sharing. The Global Advisory Committee is emerging as a national point of coordination for cross-discipline information sharing initiatives. This is especially important because the committee is acting as the first real forum for a meeting of law enforcement and the courts on integration issues. The Global Advisory Committee is focusing in a number of areas consistent with the areas emphasized in this TJI<sup>3</sup> Plan. DOJ support for the Global

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<sup>29</sup> SEARCH, National Consortium for Justice Information and Statistics, *SEARCH*, home page, 5-Jun-2002 <[www.search.org](http://www.search.org)>.

Advisory Committee has been placed within the Office of Justice Programs, and the committee is coordinating its efforts with the assistance programs provided by OJP.

The Global Advisory Committee has created a document, *Integration in the Context of Justice Information Systems: A Common Understanding*, in an effort to provide a common framework and vernacular for justice systems integration to assist practitioners, developers, and other stakeholders involved in planning efforts nationwide. This Texas plan is aware of the national efforts, and makes every effort to take advantage of the national perspective whenever possible. Several state and local representatives involved in this Texas planning process play important roles in the national justice information and integration efforts. Texas has a strong presence on the FBI's Criminal Justice Information Services Advisory Policy Board, the National Law Enforcement Telecommunications System (NLETS), the Conference of State Court Administrators, the National Association for Court Management, the National Association of State Chief Information Officers, and SEARCH. This coordination with the national perspective is critical, especially regarding security, privacy, and standards.

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# Emerging Standards for Exchanging Justice Information

Apart from the long-standing law enforcement telecommunications systems, which link law enforcement agencies in-state and across the county, the lack of common standards for linking justice information systems has resulted in a wide variety of in-state telecommunications protocols and data standards based mostly on the proprietary communication protocols of the company from which the organization acquired its hardware and system software. Within the U.S., this has generated as many as 85 separate and distinct communications protocols and data interchange standards.<sup>30</sup> This has resulted in high system costs and the associated difficulties of exchanging information between justice agencies.

The DOJ's Office of Justice Programs formed an industry working group focused on integrated justice information systems (IJIS). In March 2001, the Standards Subcommittee of the industry working group published *IJIS Standards—A Reconnaissance Mission*.<sup>31</sup> The report identified 11 recognized standards organizations and another 21 IJIS-specific standards organizations, initiatives, and projects.

The primary focus of the current work on integrated justice information exchange standards is based on standards developed by the World Wide Web Consortium (W3C), and specifically, the Extensible Markup Language (XML), as a basis for intersystem communications and data exchange. The XML standards will address schemas for the definition of data types, other XML protocols for interchange standards, and Web-based services for integrating systems.

In December 2000, the National Electronic Commerce Coordinating Council (NECCC) published *An Introduction to XML's Potential Use within Government*<sup>32</sup> and the National Association of State Chief Information Officers published a report in 1999, *Toward National Sharing of Governmental Information*,<sup>33</sup> which pointed to XML as a promising open standard for sharing information as a part of inter-agency or intergovernmental transactions. The report was the result of a partnership with the Office of Justice Programs.

Representatives from the FBI and OJP have indicated that future transactions would be established in XML format for both the transaction and responses. Several additional XML-based standards initiatives are being developed by the National Center for State Courts, Conference of the State Court Administrators, and others. However, as indicated in the Standards Subcommittee report, "Data standards are currently being established by an assortment of initiatives and projects by multiple organizations without any apparent coordination." The OJP is working to correct this issue and, in partnership with the Global Advisory Committee, is making significant progress on reconciling three XML applications—Regional Information Sharing System (RISS), Court Filing XML

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<sup>30</sup> IJIS Industry Working Group, *Technology Considerations in the Development of Integrated Justice Data Exchange Standards*, May 2001. Retrieved 5-Jun-2002 from <[www.ijis.org/library/reports/TechnologyConsiderations.pdf](http://www.ijis.org/library/reports/TechnologyConsiderations.pdf)>.

<sup>31</sup> IJIS Industry Working Group, Standards Subcommittee, *IJIS Standards—A Reconnaissance Mission*, March 2001. Retrieved 5-Jun-2002 from <[www.ijis.org/library/reports/StandardsReportFinal.pdf](http://www.ijis.org/library/reports/StandardsReportFinal.pdf)>.

<sup>32</sup> NECCC, *EC3, National Electronic Commerce Coordinating Council*, home page, 5-Jun-2002 <[www.ec3.org](http://www.ec3.org)>.

<sup>33</sup> NASIRE, *Hot Issues: Justice/National Information Architecture*, home page, 5-Jun-2002 <[www.nasire.org/hotissues/justice](http://www.nasire.org/hotissues/justice)>.

Specification, and the XML Interstate Criminal History (Rap Sheet) Transmission Specification. They have published a new draft of the Justice and Public Safety XML Data Element Definitions and initiated efforts to establish a Standards Registry.

While this indicates progress within the IJIS community, other federal agencies, e.g., the EPA and Health, are also establishing XML data standards, and several Texas state agencies are working on XML-based initiatives—without a common registry of data definitions and developer guidelines. In many cases, critical data must be shared among several state and federal justice, environmental, health, and other agencies. Texas will need to establish a forum for identifying common reporting requirements, data standards, and guidelines (see Appendix C for a discussion of XML).



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# Getting Started

This plan has been written to identify the steps that should be taken to increase justice information sharing and improve the quality of justice information, independent of the resources and technology that may be required to take those steps. Many of the steps contained in this plan cannot be taken unless additional resources or funds are available. Some steps will result in legislative recommendations. However, below are some strategies that could be initiated within the current organizational constraints of the state.

## Create a Governing Body

Numerous attempts at coordinating systems to share information have fallen short because of the lack of authority in one policy-making body to effectuate information sharing and standards across state and local governmental entities. As stated in Goal 1, a permanent governance structure, which is composed of state and local government members, that guides the long-range development of justice information sharing must be put in place. Most states have the integrated system governance structure in statute. Nevertheless, work on the strategies in this plan can continue to take place in this biennium within the context of existing resources and without legislative mandate.

Pursuant to the strategy contained in Goal 1, the TJI<sup>3</sup> membership should be expanded to include representatives from justice- and non-justice-related agencies, members from county and municipal governmental entities, representatives of the Texas business community, and members of the general public. The charter for the governing body should include oversight of the planning and implementation of all justice information sharing, not just state agency information sharing. The TJI<sup>3</sup> governance structure should:

- Identify issues among state and local agencies about ownership of data, timing of data exchanges, and other key issues.
- Make recommendations to the legislature about legislation governing privacy, security, ownership, and other issues of justice data.
- Work with the Criminal Justice Division of the Governor's Office and the Criminal Justice Policy Council to fund projects that further the goals of the TJI<sup>3</sup> Plan.
- Inform state agencies of ongoing justice information projects and ensure that information sharing needs are coordinated.
- Make recommendations to the legislature about the creation of a permanent governance structure.
- Make recommendations to the legislature about alternatives to facilitate data sharing.
- Research and suggest policies, rules, and procedures for justice information sharing.
- Develop standards for services and systems offered through state and local justice systems (security, authentication, application interfaces, application appearance, Web content, etc.).

The TJI<sup>3</sup> governing body should seek funding to hire professional services to:

- Facilitate project planning and provide project management support for the development of a justice data model, data exchange standard, and the other activities needed to attain the goals of this plan.
- Monitor the progress of the project and inform the TJI<sup>3</sup> governing body of ongoing initiatives, progress in defining standards, and any potential problem areas where the governing body needs to take specific action.

## Develop a Texas Justice Data Model

One of the major goals of this plan is to eliminate the duplicate data entry that burdens municipalities and counties. Much of this duplication is a direct result of disparate systems being developed without regard to the information needs of others. While some of these data entry problems can be addressed one at a time, such an approach would require constructing new data models for each process that is streamlined or combined with another one. This would result in reworking data models many times.

Developing a data model is tedious and time consuming. Just reworking smaller data models would fail to put each model in the larger context of state and federal justice data. Failure to take the “big-picture” perspective will result in inconsistencies and errors among systems that must be corrected later. Failing to do the “big picture” analysis now will mean much more costly error correction and redesign later.

Fortunately, the state has an existing organizational structure in place that could be used to develop a statewide data model. The Program Management Office at the Department of Information Resources is charged with providing a cross-governmental approach to the development and deployment of electronic government projects. The PMO also has the responsibility to make recommendations to streamline and reduce reporting requirements for cities and counties to the state and, as stated in Goal 5, is involved in a number of other statewide initiatives. Contingent upon funding being available, the PMO or other similar program management office could take the steps needed to develop Version 1 of a Texas Justice Data Model described in Goals 2 and 3 by:

- Developing and defining a statement of work for contracting services to define a statewide justice data model.
- Developing a proof of concept to determine the issues associated with justice data information sharing using XML.
- Test or validate the data model by selecting certain processes to exchange information with local government.
- Based on the test, develop recommendations as described in Goal 2 to assist in integrated justice data sharing.

## Broadening the Vision—Phase Two

Texas recognizes the efforts of the other states and seeks to learn from their successes. However, Texas' size and diversity creates many challenges to implementing an integrated justice system. At this point, it is not feasible to choose a technology solution to achieve justice integration in Texas. Furthermore, no state agency has been charged with the responsibility of developing and operating an integrated system and no funding has been identified to pay for an integrated justice system.

The vision of this plan is to ensure the improved administration of justice through **collaboration** among governmental entities to provide accurate, secure, and timely information to users in a format that is simple and useful. The mission is to **coordinate** the development and operation of justice systems maintained or managed by the participating justice entities so that those systems are able to share information consistently, accurately, and potentially electronically in a manner that maximizes the services provided to justice users in Texas. Neither the vision nor the mission statements address **electronically** integrating justice information. Instead, this plan recommends developing a data model and identifying standards that should be defined and developed in order to promote cost-effective information sharing and timely and appropriate access to both local and state information for justice agencies, while recognizing the independence of each system. Because of the lack of available information, this plan stops short in endorsing a strategy or a technology to achieve electronic integration.

The goals, strategies, and deliverables in this plan should be considered Phase 1—laying the groundwork for justice data integration. Goal 1 (creating a governance structure) and Goal 2 (creating a consolidated data model, and process models) must be done regardless of how or to what extent justice data integration is ultimately accomplished. These goals can be accomplished without the use of technology. Goals 3 and 4 (improve integrity, accuracy and timeliness of justice information and increase access to and improve response from justice data systems) cannot fully be accomplished without a technology solution.

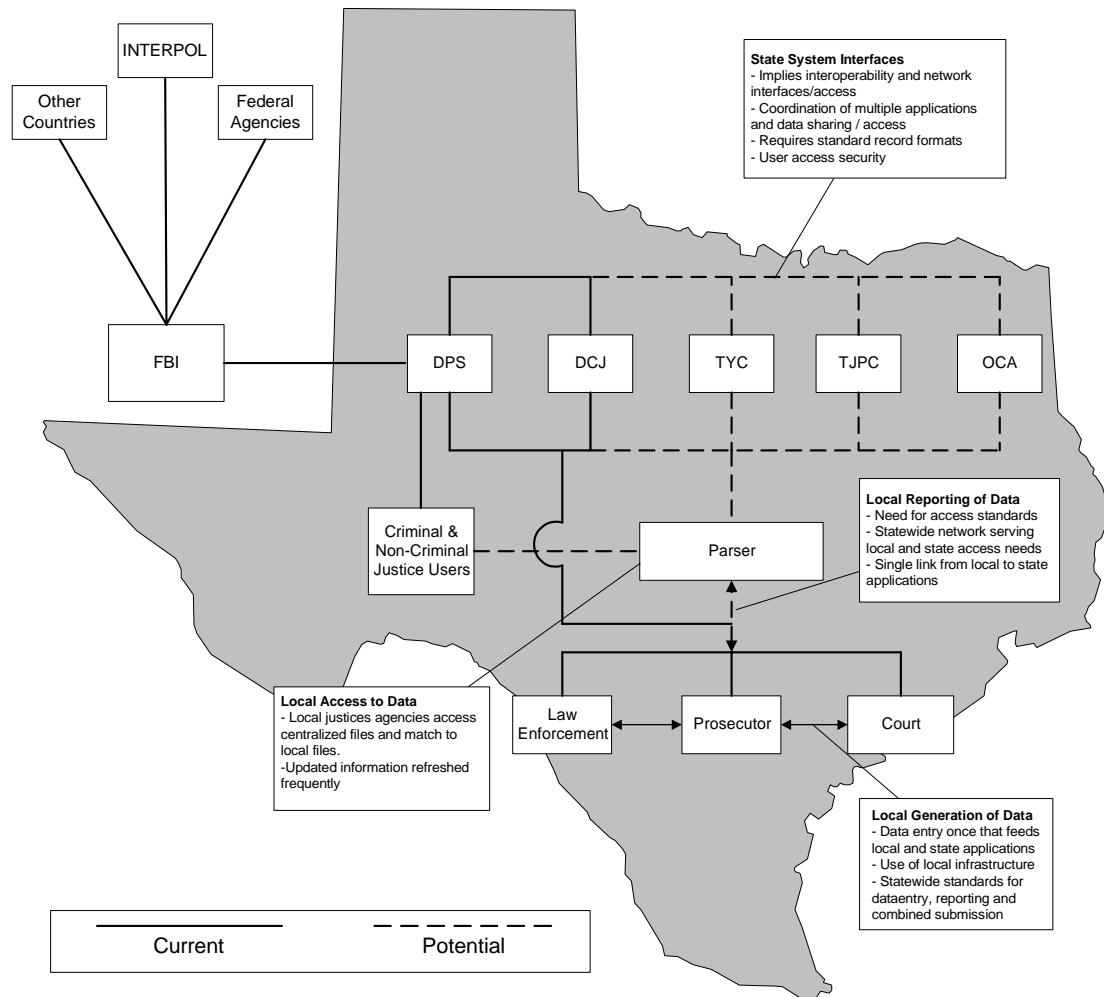
Creating a statewide integrated justice system is expensive. Pennsylvania's Justice Network has annual operating costs of \$11 million. North Carolina is spending as much as \$91 million to integrate its justice information systems, and Alaska expects to spend as much as \$84 million<sup>34</sup>. However, without the use of technology there is no means to view information or analyze historical trends across functional applications and business processes. And a "common view" of a person and case information—including incarceration status, warrant status, and future court appearances to support decisions regarding arrest, charging, release/release conditions, and program eligibility—will not be achieved without the use of technology. Local governments will continue to send information to multiple places in the state. Human resources will continue to be wasted on duplicate data entry, paper pushing, and manual research and correction of data. Public safety and government efficiency will be sacrificed and public servants will not have access to information to support critical decision-making. Texas cannot afford to continue diverting its resources in this manner.

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<sup>34</sup> Ed Jarairo, "E-Government: Integrated Justice for All," *State Government News*, Sept. 2001, Council of State Governments (CSG). Retrieved 7-Jun-2002 from CSG's *STARS Database* <[www.statesnews.org/stars/](http://www.statesnews.org/stars/)> (requires registration).

Preliminary discussion about how state agencies can electronically share information has begun on a limited basis. OCA and DPS are discussing ways to eliminate redundancies in data collection, better share data with each other, and streamline both acquisition and dissemination of data. DPS is in the process of rewriting the CCH system and is evaluating ways to expand access to CCH information. The purpose of SAJICC is to encourage data sharing across state agencies. The Functional Data Flow below depicts the current and a potential flow of information between state and local governments developed by these groups.

## Functional Data Flow



Once the TJI<sup>3</sup> governance body is in place and a consolidated data model and process models have been developed, TJI<sup>3</sup> should evaluate alternative technologies to achieve Goals 3 and 4 (improve integrity, accuracy, and timeliness of justice information and increase access to and improve response from justice data systems) of this plan. The technology solution does not have to be expensive, it could be as simple as the parser depicted in the diagram above. However, an organization has to be charged with the responsibility of developing and operating the technology.

The technology solution should follow the guiding principles laid out by SEARCH when looking at justice system integration:<sup>35</sup>

- Data should be captured at the originating point, rather than trying to reconstruct it down line or have others capture it;
- Data should be captured once and used many times, leveraging existing resources and improving data quality;
- The integrated system should be driven by the operational systems supporting the agencies; and
- The capabilities for generalized automatic query, push, pull, publish, and subscription should be constructed as general capabilities of the system. For example, automatic reporting can easily be implemented as additional requirements are identified.

Regardless of the technology solution, one thing is clear: without a permanent governance structure and a statewide cross-governmental, cross-functional, consolidated data model of justice information, Texas agencies will continue to develop justice systems independently, without regard to sharing data and creating valuable information.

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<sup>35</sup> See note 2.



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## Appendix A. Current Texas Initiatives

### Justice Information Sharing in Texas

There are a number of information sharing initiatives in Texas that have been completed and are now in place due in part to the strong leadership provided by the justice-related agencies, the courts, the Criminal Justice Policy Council, and the Criminal Justice Division of the Governor's Office. The networks that support these initiatives are described in Appendix B.

### Department of Public Safety

The Texas Department of Public Safety serves as the Control Terminal Agency, which is a state or territorial criminal justice agency on the CJIS network providing statewide (or equivalent) service to its criminal justice users with respect to CJIS data.

#### Computerized Criminal History

DPS manages the Computerized Criminal History (CCH) system. This system stores more than six million records of persons who have been arrested in Texas. These records include fingerprints, personal descriptors, arrest, prosecution, and court disposition history that are reported by the local agencies to the DPS. In addition, the CCH file contains certain correctional information that is provided to DPS by the Department of Criminal Justice. The CCH system is used by DPS and law enforcement agencies for investigations, offender tracking, and background checks. In addition, the CCH system is used extensively for non-criminal justice background checks for licensing and employment purposes, as authorized by the Texas Legislature. The use of criminal history records for these non-criminal justice screening purposes is a major emphasis by the U.S. Congress, and is the force behind a number of the national assistance programs

Since the early 1990s, the federal government, through two separate but related initiatives, has provided funds to Texas to improve the CCH system. The Governor and Legislature mandated the Criminal Justice Policy Council to plan for these improvements. CJPC has been awarded more than \$17 million in competitive grant funds by the U.S. DOJ's Bureau of Statistics to implement the Texas Criminal History Improvement Program (TCHIP). CJPC also assisted CJD in planning for the distribution of federal funds from the DOJ's Bureau of Justice Assistance to implement an independent, but related, initiative. This initiative is known as the Electronic Disposition Reporting (EDR) program, and is described below. A portion of the Texas NCHIP award has been directed to this program.

#### Electronic Arrest Reporting/Electronic Submission of Information to the FBI

TCHIP program funding has been directed at establishing an infrastructure for the electronic reporting of fingerprints and arrest reports to DPS using "live-scan" fingerprint capture and reporting systems. CJPC made funds available to DPS and local reporting sites for this purpose and played a major role in the initial implementation of the systems across the state. Prior to the installation of these live-scan systems, only paper fingerprint cards and paper

reporting of arrest information had been used to create and verify criminal records. The increasing demands for the use of the CCH system for background checks and criminal tracking makes paper reporting reduce the timeliness of the system and becomes a drawback for DPS in meeting the rapid turnaround demand for fast identification of persons through fingerprint processing.

Texas has placed approximately 42 “live-scan” fingerprinting devices in 34 law enforcement agencies<sup>36</sup> around the state in order for reporting entities to send arrest data and fingerprints electronically to DPS. CJPC also provided resources to these agencies to integrate those live-scan devices into their booking processes and booking systems. Those agencies are all now submitting arrests electronically via these devices rather than on paper fingerprint cards mailed to DPS. DPS, in turn, submits fingerprints electronically to the FBI on persons arrested in Texas, allowing for local Texas agencies to take advantage of the FBI’s two-hour turnaround time on electronically submitted transactions. The electronic submission of arrest data has reduced the time it takes to positively identify a person and receive a response from the FBI from six weeks and more to two hours and much less in most cases. The electronic submission of arrest data has also greatly reduced the time it takes to create or update a permanent criminal history record. Electronically submitted arrests are typically applied to the CCH system within 24 hours of arrest instead of the 14 to 30 days it takes for manually submitted records to be applied. From January to December 2000, 186,509 arrest records were sent electronically from local reporting agencies to DPS.

### **Electronic Disposition Reporting / Electronic Submission of Disposition Data to FBI**

Approximately 59 counties<sup>37</sup> are submitting dispositions to the DPS electronically with software purchased or developed with federal funds made available via the Criminal Justice Division of the Governor’s Office. Those counties developed linking procedures within their jurisdictions to move the arrest data from the arresting agency to the prosecutor and to the court. DPS assists by returning certain identification and linking data to the county following the arrest. The court then is able to report the disposition electronically with the appropriate linking information to the previously submitted arrest.

DPS is submitting dispositions electronically to the FBI by contracting with a vendor to submit dispositions electronically to the FBI. Electronic submission of disposition data will have a direct impact on the completeness of the Texas data in the FBI criminal history files, and will be directly responsive to the national call for more complete disposition in the state and national criminal history records.

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<sup>36</sup> Electronic Arrest Reporting (EAR) Entities:

*Municipal Police Departments*—Arlington, Garland, McAllen, and Mesquite; *County Sheriff Offices*—Bexar, Brazoria, Brazos, Denton, Ector, El Paso, Fort Bend, Galveston, Gregg, Hidalgo, Jefferson, Lubbock, McLennan, Midland, Montgomery, Nueces, Potter, Smith, Tarrant, Taylor, Tom Green, Victoria, Webb, Wichita, and Williamson.

<sup>37</sup> Electronic Disposition Reporting (EDR) Counties:

Angelina, Atascosa, Bastrop, Bell, Bexar, Bowie, Brazoria, Brazos, Castro, Chambers, Collin, Comal, Dallas, Denton, DeWitt, Ector, El Paso, Fannin, Fort Bend, Galveston, Grayson, Gregg, Guadalupe, Harris, Harrison, Hays, Henderson, Hidalgo, Hopkins, Howard, Hunt, Johnson, Lamar, Lubbock, McLennan, Midland, Montgomery, Morris, Nueces, Potter, Randall, Red River, Rusk, San Patricio, Smith, Tarrant, Taylor, Tom Green, Travis, Upshur, Victoria, Walker, Webb, Wichita, Wilbarger, Williamson, Wise, Wood, and Young.



### ***Flash Notice***

TDCJ flags the DPS criminal history records of persons under TDCJ supervision so that whenever one of those persons is re-arrested, a message is automatically sent to TDCJ. TDCJ is then able to see or ensure that appropriate action can be taken regarding the status of the person's probation or parole.

### ***"Rap Back"***

Several non-criminal justice agencies perform fingerprint background searches through the DPS, and DPS holds the fingerprint cards in AFIS so that any arrest of the licensees will be immediately known. DPS provides an automatic notification (rap back) to these licensing agencies whenever one of their licensees is arrested.

### ***Crime Records Web Site***

The expectations regarding the Criminal Justice Information System as set out in the Code of Criminal Procedure were rooted in the needs of law enforcement agencies, prosecutors, courts, and corrections facilities for timely and accurate information regarding the criminal history and corrections status of the persons with whom they come in contact. While the initial expectations for the system are found in statute, evolving technology and increasing need for the data from a wider and wider circle of bona fide customers has combined to form a new set of expectations. In an attempt to be responsive to these new requirements, DPS has developed a secure Crime Records Web site that provides the following services:

- For the general public—
  - Online access without charge to statewide sex offender data
  - Online access to conviction and deferred adjudication data of persons arrested in Texas

As per 411 of the Government Code, DPS charges for access to these conviction records.

- For certain authorized non-criminal justice agencies—Online access, via a secure Web site, to complete criminal history data for background check purposes, as authorized by statute.
- For law enforcement and criminal justice agencies—
  - Secure Web site access to the sex offender database to make online updates
  - Online access to data in the DPS fingerprint and document archive (future)
  - An alternative means of submitting live-scan fingerprints of arrestees (future)
  - A means of submitting latent fingerprints for searching in the DPS and FBI AFIS systems (future)

### **Texas Crime Information Center 2000**

The Texas Crime Information Center (TCIC) 2000 is a statewide index of theft reports and warrants, missing person reports, and sex offenders that is accessible 24-hours-a-day, 7-days-a-week via the Texas Law Enforcement Telecommunications System (TLETS). TCIC is linked to the National Crime Information Center (NCIC), which contains the same data from all law enforcement agencies in the country. The FBI has completed work on a major upgrade to the national portion of this system, and each state is in the process of upgrading its state

systems to meet the new, enhanced national capabilities. All state and local agencies must have converted their systems by July 2002.

## **Texas Department of Criminal Justice**

### **Corrections Tracking System**

The Corrections Tracking System (CTS) is comprised of information on inmates, probationers, and parolees, as compiled by TDCJ through its internal processes. TDCJ has adopted the DPS State Identification Number (SID) as the unique identifier for CTS. State and local users have access to inquire into CTS via TLETS to receive limited information on a supervisee's status. Local agencies may submit judgment and sentence information to the CTS electronically via the State Ready System.

### **Fuginet**

TDCJ has developed a database, known as Fuginet, which contains information on parolees and parole violators. State and local law enforcement agencies can access Fuginet via the Internet. The purpose of Fuginet is to provide law enforcement agencies a method to track parole violators and offenders currently on parole in order to apprehend fugitives and assist in criminal investigations. Law enforcement agencies and selected non-law enforcement agencies throughout Texas are able to search the system for fugitives and parolees as well as add residence information, vehicle information, or pictures of an offender.

### **Texas Anti-Gang Information Tracking (TAGIT)**

TDCJ has developed a Web site for the management and tracking of security threat group (gang) offenders. TAGIT is available to law enforcement agencies throughout the state. The Web site is intended to assist in criminal investigations and tracking of confirmed gang members who are currently incarcerated or have been incarcerated in the TDCJ.

### **Automated Victim Notification System**

The Automated Victim Notification System (AVNS) is an automatic telephone notification system that provides registered victims with a phone call concerning unit of assignment changes, impending release, and release updates. The system also allows the victim to call the automated service and get this same information.

TDCJ also provides an automated phone system that allows the public to call and get an offenders' location and projected release information by entering the offender's TDCJ identification number or the offender's State Identification Number.

### **Criminal Justice Information System**

The Criminal Justice Information System was established by the legislature to create a logical record of a person from arrest through supervision. CJIS is comprised of the Computerized Criminal History file managed by DPS and the Corrections Tracking System managed by TDCJ. Chapter 60, Code of Criminal Procedure (CCP), creates CJIS and identifies the duties of the state agencies to create and maintain the repositories, as well as the duties of the local

agencies to generate and report the data. Ch. 60, CCP, describes CJIS in significant detail. It not only assigns responsibilities to the state and local agencies and specifically describes components and functions of the system, but also sets out the goals for enhancements:

To supply the state with a system that

- a. Provides law enforcement officers with an accurate criminal history record depository;
- b. Provides criminal justice agencies with an accurate criminal history record depository for operational decision making from which accurate criminal justice system modeling can be conducted;
- c. Improves the quality of data used to conduct impact analyses of proposed legislative changes in the criminal justice system; and
- d. Improves the ability of interested parties to analyze the functioning of the criminal justice system.

In addition to the broad goals of CJIS, Ch. 60, CCP, lays out specific requirements of the agencies and the data captured. The following ten items form the baseline statutory requirements for CJIS:

1. The CCH file must include new data elements; TDCJ must create a CTS record with the required data elements; and the two systems must be linked.
2. The CCH file must be linked with the DPS Automated Fingerprint Identification System.
3. Whenever possible, reporting of dispositions and subsequent offender processing shall be done electronically.
4. Data supplied to CJIS must be compatible with the system and must contain both incident numbers and state identification numbers.
5. The types of information to be collected for each arrest are listed as follows:
  - Relating to offenders;
  - Relating to arrests;
  - Relating to prosecutions;
  - Relating to the dispositions of cases by courts;
  - Relating to sentencing; and
  - Relating to the handling of offenders received by a correctional agency, facility, or other institution.
6. Detailed lists of the data elements that must be captured for each of these categories, most importantly, the data must include elements related to the arrest, prosecution, disposition, sentencing, and corrections *on each charge*. Offense code and incident number must link that data across each of these categories.
7. Each criminal justice agency and district and county clerk is mandated to collect and report the data for which it is responsible. Data must be reported within 30 days, except arrest data must, which must be reported within seven days.
8. DPS is charged with performing a quarterly search of the lists of licensees of five medical licensing boards (Medical Examiners, Podiatric Medical Examiners, Dental Examiners, Pharmacy, and Veterinary Medical Examiners).

9. DPS is charged specifically with creating a “Uniform Incident Fingerprint Card” that must include an *incident number* and a unique *offense code*.
10. DPS and TDCJ are charged with creating a system whereby TDCJ is automatically notified of the subsequent arrest of a person under its supervision. This process is called *flash notice*.

## Office of Court Administration/ Judicial Committee on Information Technology

### State Telecommunications Network Infrastructure Database

OCA has developed a database of connectivity options for trial courts as an initial step toward developing a technology infrastructure for the sharing of justice information. The scope includes connectivity data on potential service providers (both commercial and state) for the courts, developing models for implementation, estimating costs for varying levels of access, and presenting the data via Web database.<sup>38</sup>

### Judicial Data Management

OCA is mandated to collect and analyze information related to court activities throughout the state. The statistics are collected in a manner that focuses on significant issues and accomplishments in the judicial arena, and are used for identifying opportunities for improvement in the judicial system. OCA staff members, in coordination with DPS, are evaluating ways to eliminate redundancies in data collection, better share data with other entities, and streamline both acquisition and dissemination of data. OCA has made some initial, low-cost gains in providing statistical data to the public online and in enabling trial court monthly reporting online. JCIT and OCA have requested grant funding to provide electronic arrest and disposition reporting capabilities in several counties that process significant criminal caseloads.

### Trial Court Assistance

OCA is responsible for providing technical assistance and support to all of the courts in the state. JCIT and OCA are undertaking cooperative efforts to assist trial courts in meeting their needs for information technology. OCA is providing secure e-mail for trial courts and has purchased a wireless LAN to support training at remote locations across the state. Other ongoing efforts to assist trial courts include online and exportable technology training, an e-county pilot program with the County Information Resources Agency (CIRA), surplus equipment acquisition, and grants assistance.

### Trial Court Case Management

There are more than 2,500 district, county, municipal, and justice of the peace trial courts in the state, all funded by local government sources. This has led to a wide disparity of technology available to the trial courts. The information technology utilized in the trial courts

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<sup>38</sup> Office of Court Administration, *Telecommunications Database*, home page, 6-Jun-2002 <[www.telecom.courts.state.tx.us](http://www.telecom.courts.state.tx.us)>.

ranges from state of the art in large city and county areas to manual systems in small rural areas. OCA supplies case management software to more than 450 sites. The case management system is dated and not supported with current technology. The software cannot interface with current MS/Windows technology or Web technology. OCA and JCIT are evaluating strategies to provide updated case management software to trial courts.

### **Appellate Court Case Management System**

OCA is in the final stages of deploying a case management system for the appellate courts. The case management system contains statewide standards for data elements and application functionality for the appellate courts. The courts are able to manage and interchange case information, documents, and communications between courts and court officials, attorneys, litigants, government agencies, and public who are involved in or interested in court cases.

## **Texas Association of Counties**

The Texas Association of Counties (TAC) is a nonprofit association of Texas counties whose mission is to provide services to Texas counties and assistance to all county officials. TAC has been actively engaged in multiple efforts to assist county officials to embrace and use technology, particularly in the area of technology training for judicial officials. In addition to technology familiarization and training, TAC created an “E-County Task Force” two years ago to look at county technology issues and identify ways that county use of technology can be enhanced. One of the recommendations of the task force was the creation of an interlocal governmental entity to assist counties and other local governments with technology. As a result, the County Information Resource Agency was created in May 2001. The association also works closely with the National Association of Counties in that association’s efforts to assist county government with technology.

## **County Information Resource Agency**

The County Information Resource Agency (CIRA) is an interlocal governmental entity created under the provisions of the Interlocal Cooperation Act and supported by the Texas Association of Counties. Its purpose is to provide central, cooperative, and coordinated assistance and services to its members in all matters relating to information resources and technologies. The focus of the agency is on providing information, assistance, coordination, and technology services to member counties. Fundamental to the program is to facilitate the establishment of a communications infrastructure that connects all local entities at the local levels, standardize data exchange formats, implement TCP/IP protocols, make the Internet readily available, and utilize this resource to make data accessible for local users. Efforts are underway to not only standardize the data but also provide better shared access to the data. All of these efforts combine to allow the state government to connect to the counties and local government through virtual networks.



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## Appendix B. Networks Managed by Texas Justice Agencies

The term “network” in this document refers to the *functional* aspects of telecommunications, rather than to the *technical* characteristics of any specific message delivery system. That is, the concern is with whether there is the ability to send messages among users who are linked together electronically, rather than with how they are hooked together, what protocols do they use, or what wires carry the messages.

### Texas Department of Public Safety

#### Texas Law Enforcement Telecommunications System

Approximately 950 local and state criminal justice agencies are currently linked through TLETS, which is managed by the DPS. TLETS provides seven-day-a-week, 24-hour-a-day telecommunications service to those agencies. TLETS is the means by which law enforcement and criminal justice agencies can enter data and inquire into the CJIS and TCIC databases. Other data sources are also available via TLETS, including in-state drivers license and vehicle registration; out-of-state stolen, wanted, and criminal history data in the FBI’s National Crime Information Center; and out-of-state drivers license and vehicle registration information directly from other states’ files. Texas law enforcement agencies can communicate with each other and with every other law enforcement agency in the country via TLETS and its connection to the National Law Enforcement Telecommunications System.

#### Texas Enhanced Criminal History Network

DPS manages an administrative statewide network, called TECHnet, which provides a non-life-critical network for communication among participating agencies. For example, approximately 14 counties submit criminal court dispositions to DPS via TECHnet. Several non-criminal justice agencies have online access to the DPS criminal history file via TECHnet. Their access to the data is authorized by statute; DPS has elected to provide that access via TECHnet for the mutual benefits that result.

#### Remote AFIS Network and Remote Live-Scan Network

In addition to TLETS and TECHnet, DPS manages the Remote AFIS Network, which links AFIS terminals in approximately 28 local agencies to the central site AFIS. These agencies perform ten-print and latent print remote searches from these terminals.

DPS has replaced 40 remote ten-print terminals with “live-scan” devices that will allow for the electronic submission of digitized fingerprints and standardized arrest data to DPS via the Live-Scan network. These 40 live-scan sites are reporting data to DPS. The Live-Scan network is replacing the Remote AFIS Network in most locations.

#### DPS Field Offices

DPS links its field offices to headquarters for communications associated with the drivers license file, traffic law enforcement statistics, reporting, enforcement, and administrative duties, and criminal law enforcement investigative, enforcement, reporting, and

administrative duties. These in-house communications are carried over separate lines not associated with TLETS.

## Texas Department of Criminal Justice

TDCJ does not manage a statewide network that directly provides service to state and local users; however, state and local agencies can access the Offender Information Management System through DPS by enacting a TLETS CTSI transaction.

TDCJ has direct connections to Harris County, Dallas County, and the State Comptroller in Austin. Bexar County and Tarrant County have connections to TDCJ provided through the State Comptroller.

In addition, TDCJ has 32 dial-up lines for external access. Although external access is primarily used for operational support, the Community Justice Assistance Division utilizes these lines for reporting probation information.

### TDCJ Internal Network

TDCJ manages an internal network that links 106 institutional division units and correctional facilities, 68 parole offices, and 12 administrative offices across the state. TDCJ's network is used primarily for daily operations in the management of offenders and administrative in-house communications. The network supports the Institutional Division, Parole Division, and Community Justice Assistance Division, providing the agency with real-time information on incarcerated offenders, parolees, and probationers.

## Office of Court Administration

OCA is a state agency that provides administrative support and technical assistance to all the appellate and trial courts of Texas. The agency supplies the public, the courts, the legislature, and the judicial administration community with news and other information on recent developments, trends, innovations, and enactments related to the judiciary.

There is no dedicated statewide network that serves courts, or the courts' communications with OCA; however, OCA has determined that the Internet can provide the required connectivity for judicial operations. OCA has developed a database of Internet connectivity options for all trial courts in the state, to use for both engineering and cost estimates for future connectivity options. Beginning in the fourth quarter of fiscal 2001, OCA, in coordination with CIRA, began a pilot project to offer courts Internet access through the Law Enforcement Online (LEO) program. Several rural courts have subscribed to this service.

OCA receives some statistics reporting via e-mail sent through the Internet. Monthly reports from municipal and justice courts are currently viewable on the Web through the Texas Judiciary Online,<sup>39</sup> and these courts can now report online. District and county court Web capabilities will follow later in fiscal 2002. OCA has recently extended secure e-mail services

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<sup>39</sup> Office of Court Administration, *Texas Judiciary Online*, home page, 6-Jun-2002 <[www.courts.state.tx.us](http://www.courts.state.tx.us)>.



to district and statutory county courts and will expand this coverage to county justice courts in fiscal 2002–03.

OCA provides computer software to help the courts track their caseloads and automate their correspondence and reports. The agency provides technical assistance in areas of software development, computer network management, and budgeting, and maintains a judicial Web page on the Internet.

OCA funds and supports appellate court information technology needs; however, OCA does not directly fund or support trial court needs. Trial court information technology capabilities, therefore, tend to vary widely. The county or city it serves supports each trial court. District, county, and justice courts receive funding from county commissioners and are provided technical support by the resident county IT staff, if available. The city or municipality they serve similarly supports municipal courts.

## Texas Youth Commission

The Texas Youth Commission (TYC) operates a statewide communication and data access system that connects more than 40 sites (facilities and district offices) to a centralized database that contains information on youth under supervision. Communication between sites is accomplished via a wide area network. Several large private providers also use this system to communicate with TYC.

Interested parties can access TYC's "Prevention Yellow Pages" (information and research on juvenile crime) via the TYC Web site.<sup>40</sup> This site also contains a great deal of information on agency operations and programs.

TYC enters Warrants to Apprehend to the NCIC system accessed through DPS.

## Texas Juvenile Probation Commission

TJPC relies on local juvenile probation departments for information. These departments are county-operated and are not branches of the Texas Juvenile Probation Commission. TJPC currently receives this information electronically from all 164 local departments. The information collected represents all juvenile probation activity during the previous month for each department. This information is collected for statistical purposes and has no real-time function. Each month, TJPC reports electronically back to the local departments with an edit report that states the status of the information submitted.

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<sup>40</sup> Texas Youth Commission, *A World of Prevention*, home page, 6-Jun-2002 <[www.tyc.state.tx.us/prevention/index.html](http://www.tyc.state.tx.us/prevention/index.html)>.



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## Appendix C. Technology Standards

### Data and Telecommunications Systems

While XML is becoming a popular language for structured information exchanges, XML is really a family of technologies. Some of these technologies are mature with products available from multiple vendors, and others are still under development. The following is a brief summary of some of the key technologies that will be critical to achieving the goals of integrated justice information systems.

- Extensible Markup Language (XML)—a standards-based approach for defining and exchanging data in display-independent file formats. Although XML is intended to be processed by computers and other intelligent machines, and unlike the electronic data interchange (EDI) standard, XML-tagged information can be read by humans. Name/value pairs, or attributes, can be associated with a given element and must have matching start and end tags, be properly nested, and all attribute values must be enclosed in quotes. A document type definition (DTD) can further define constraints for the elements and associated attributes of an XML file. Optional technologies that define mechanisms for naming, identifying, and locating portions of an XML document are: XML Namespaces, XLink, XPointer, and Xpath. These will be combined to allow XML fragments to be uniquely named and labeled. XML application development tools and processors are currently available from multiple vendors.
- Extensible Stylesheet Language (XSL)—display issues and associated stylesheets that can be defined for a specific XML document. The XSL specification is the advanced language for expressing stylesheets and consists of two parts: XSL Transformations and XSL Formatting Objects. An XML data file can be displayed in a variety of media (e.g., Web browser, wireless device) and can be used to enhance accessibility. XSL application development tools and processors are currently available from multiple vendors.
- Extensible Stylesheet Language: Transformations (XSLT)—a language used for transforming an XML document in three ways by applying a set of template rules that produces a result tree. The XML document and the stylesheet can both be sent to the Web browser that does the transformation and then presents it to the user. The server can do the transformation by applying the XSL stylesheet to an XML document and then sends the transformed data back to the client's Web browser. The third transformation can take place when the XML document is transformed before being placed on the server and both the client and server deal with the already transformed document. XSLT application development tools and processors are currently available from multiple vendors.
- Extensible Stylesheet Language-Formatting Objects (XSL-FO)—an XML application that describes how pages will look to the reader. The formatting semantics used by XSL are defined through a set of classes and properties. The classes denote high-level abstractions such as page, paragraph, or table. Additional formatting properties provide indents and spacing between words and letters and are controlled through both the classes of formatting objects and the formatting properties. XSL-FO application development tools and processors are currently available from multiple vendors.

- Simple Object Access Protocol (SOAP)—an XML protocol used to exchange information in decentralized, distributed environments. It is an XML-based protocol that consists of three parts: an envelope that defines a framework for describing what is in a message and how to process it, a set of encoding rules for expressing instances of application-defined data types, and a convention for representing remote procedure calls and responses. The XML, XSL, and SOAP infrastructure will also facilitate applications communicating directly with each other over the Internet. SOAP application development tools and processors are currently available from multiple vendors.
- XML Metadata Interchange (XMI)—facilitates the exchange of metadata between modeling tools and metadata repositories in distributed heterogeneous environments. XMI integrates the XML standard, the Object Management Group (OMG) Unified Modeling Language (UML) standard and the Meta Object Facility (MOF), a meta modeling and metadata repository standard. XMI will provide developers the ability to exchange data models and also exchange information about data warehouses. XMI development tools are currently available from multiple vendors.
- XML-Remote Procedure Call (XML-RPC)—a simple protocol for performing remote procedure calls that allows complex data structures to be transmitted, processed, and returned. XML-RPC development tools are currently available from multiple vendors.
- External Data Representation (XDR)—a standard for the description and encoding of data that facilitates transferring data between different computer architectures. XDR tools are currently available from multiple vendors.
- Universal Description, Discovery and Integration (UDDI)—is an effort to establish a standard approach to describing and locating Web Services and business processes in an open and secure environment. The standard is being developed by industry organizations with the specification turned over to a standards body after the base technology is developed.

Together, all of the above XML technologies represent the core capabilities necessary to define, manipulate, and display structured data. However, the XML definitions must be available for all justice and other government partners to discover and retrieve. A registry/repository is a mechanism used to discover and retrieve documents, templates, and software (e.g., objects and resources). A registry is the mechanism used to discover the object. The registry provides information about the object, including the location of the object. A repository is where the object resides. The vocabularies, templates, and processes used to conduct transactions must be accessible by all parties at any time. A registry and repository can be used to provide this service. A series of registries and repositories can link many justice organizations at all levels of government and other government entities. The standards needed to ensure interoperability of these registries is still under development. The Organization for the Advancement of Structured Information Standards (OASIS)<sup>41</sup> is an international consortium that creates interoperable industry specifications based on public standards related to structured information processing and is currently working on the registry/repository specifications. The technical committees of OASIS are currently

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<sup>41</sup> OASIS, *Accelerating Electronic Business*, home page, 6-Jun-2002 <[www.oasis-open.org](http://www.oasis-open.org)>.

projecting to have final drafts of the Registry Information Model and Registry Services Specification by the third quarter of 2002.

## Privacy and Security

DIR has published guidelines and rules addressing privacy and security of state systems and Web sites, and is currently in the process of revising those guidelines and rules. DOJ's Office of Justice Programs has published *Privacy Design Principles for Integrated Justice Systems*,<sup>42</sup> which identifies several privacy and security issues that are unique to justice systems—for example, “Mismanaging the use of privacy policy in releasing personal information before trial could jeopardize the right to a fair trial (e.g., release of address or family affiliation). Likewise, using inaccurate information that misidentifies a person as an accused or suspected criminal would have potentially vast repercussions in an integrated justice system.” OJP also published the *Privacy Impact Assessment for Justice Information Systems*,<sup>43</sup> which should be used to identify specific privacy requirements that will be necessary to identify security requirements and the use of specific technologies. Currently the Judicial Committee on Information Technology is using the DIR guidelines and rules to publish its own guidelines and standards in the following areas: Court Risk Analysis and Assessment; Risk Assessment; Computer Security Policy; Physical Security; Web Server Security; Intrusion Detection System; Security Awareness and Awareness Training; Virus Protection; Firewall; Encryption Planning; Access Control Systems; Accessibility; Web Privacy; and Web-based Transaction Processing.

Other security standards have been published for access to specific systems (e.g., the CJIS Security Policy by the FBI) that identify ID and password requirements for authentication, encryption requirements for all new wireless systems contracted for after January 1, 2001, and dial-up and Internet access.

The National Institute of Standards and Technology (NIST) has published two Federal Information Processing Standards (FIPS) Publications, 112–Password Usage<sup>44</sup> and 181–Automated Password Generator,<sup>45</sup> which should be followed when addressing authentication using ID and passwords.

Additional Internet protocols for security include the following:

- Secure Multipurpose Internet Mail Extension (S/MIME)—provides a consistent way to send and receive secure data and authentication and message integrity. S/MIME version 3 supports security labels and can be used to protect electronic mail to and from a domain. S/MIME products are currently available from multiple vendors.

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<sup>42</sup> DOJ, Office of Justice Programs, *Privacy Design Principles for Integrated Justice System*, Feb. 2001. Retrieved 6-Jun-2002 from <[www.it.ojp.gov/initiatives/files/Privacy2.pdf](http://www.it.ojp.gov/initiatives/files/Privacy2.pdf)>.

<sup>43</sup> DOJ, Office of Justice Programs, *Privacy Impact Assessment for Justice Information Systems*, Feb. 2001. Retrieved 6-Jun-2002 from <[www.it.ojp.gov/initiatives/files/Privacy3.pdf](http://www.it.ojp.gov/initiatives/files/Privacy3.pdf)>.

<sup>44</sup> National Institute of Standards and Technology, *FIPS Publication 112: Password Usage*, May 1985. Retrieved 6-Jun-2002 from <[www.itl.nist.gov/fipspubs/fip112.htm](http://www.itl.nist.gov/fipspubs/fip112.htm)>.

<sup>45</sup> National Institute of Standards and Technology, *FIPS Publication 181: Automated Password Generator*, Oct. 1993. Retrieved 6-Jun-2002 from <[www.itl.nist.gov/fipspubs/fip181.htm](http://www.itl.nist.gov/fipspubs/fip181.htm)>.

- Secure Sockets Layer (SSL)—a protocol used to manage the security of a message on the Internet. The SSL protocol uses digital certificates to exchange/generate the encryption keys required to enable a SSL connection. SSL products are currently available from multiple vendors. (Note: SSL only identifies the server and does not authenticate the client/user.)
- Public Key Infrastructure (PKI)—encryption technologies and services to secure and authenticate a message, or to encrypt messages, using a public and private cryptographic key pair. DIR has published “Digital Signatures & Public Key Infrastructure Guidelines”<sup>46</sup> and associated rules, which identify specific requirements and other technologies that can be used to authenticate messages and other transactions over the Internet. NIST has published “Security Requirements for PKI Components” and the Certificate Issuing and Management Components (CIMC).<sup>47</sup> The CIMC addresses a family of protection profiles and defines requirements for components that issue, revoke, and manage public key certificates, such as X.509 public key certificates. A CIMC consists of the hardware, software, and firmware that are responsible for issuing, revoking, and managing public key certificates.

While PKI products are currently available from multiple vendors, there has not been widespread deployment of the technology in federal agencies or state government. The current standards and vendor products are primarily based on client issued certificates that are linked to a specific device. However, as government employees start using mobile devices (e.g., laptop, cell phone, PDA), the authentication of an individual should not be restricted to a specific device or to how they access the service. New work is addressing server-side client certificates and an XML Key Management Specification (XKMS).

Interoperability testing of the current generation of PKI products is being conducted with the federal bridge authority, focused on dealing with multiple certificate authorities, and the Open Group, focused on exchanging secure documents.

## Public Safety Systems

Interoperability of public safety systems has been an issue as police, fire, and search and rescue teams from different locations respond to a major incident. The Public Safety Wireless Network Program (PSWN)<sup>48</sup> and the National Institute of Justice (NIJ)<sup>49</sup> are working with public safety professionals and policy makers to explore how best to improve wireless communications among firefighters, emergency medical personnel, and law enforcement authorities across jurisdictions and at all government levels. NIJ has published a “Guide for the Selection of Communication Equipment for Emergency First Responders,”<sup>50</sup> and the

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<sup>46</sup> Department of Information Resources, *SRRPUB13: Digital Signatures and PKI Guidelines*, Oct. 2001. Retrieved 6-Jun-2002 from <[www.dir.state.tx.us/standards/srrpub13.htm](http://www.dir.state.tx.us/standards/srrpub13.htm)>.

<sup>47</sup> NIST Computer Security Resource Center, *Security Requirements for PKI Components*, home page, 7-Jun-2002, <<http://csrc.nist.gov/pki/secreqmts/>>.

<sup>48</sup> Public Safety Wireless Network, *PSWN Program*, home page, 7-Jun-2002 <[www.pswn.gov](http://www.pswn.gov)>.

<sup>49</sup> Office of Justice Programs, *National Institute of Justice*, home page, 7-Jun-2002 <[www.ojp.usdoj.gov/nij](http://www.ojp.usdoj.gov/nij)>.

<sup>50</sup> Office of Justice Programs, *Guide for the Selection of Communication Equipment for Emergency First Responders*, NIJ Guide 104-00, Feb. 2002. Retrieved 7-Jun-2002 from <[www.ojp.usdoj.gov/nij/pubs-sum/191160.htm](http://www.ojp.usdoj.gov/nij/pubs-sum/191160.htm)>.

National Law Enforcement and Corrections Technology Center has published “Understanding Wireless Communications in Public Safety: A Guidebook to Technology, Issues, Planning, and Management.” Public Technology Inc. has published a report, “How Can We Work Together?”<sup>51</sup> that explains smart response technologies and provides a number of case studies and scenarios of integrated emergency response.

The Intelligent Transportation Society (ITS) of America is working to foster public/private partnerships to increase the safety and efficiency of surface transportation through the application of advanced technologies. The ITS America Standards Writing Group has selected IEEE 802.11a Roadside Applications (R/A) as the preferred technology to provide the national interoperability for the Dedicated Short Range Communication (DSRC) spectrum between public safety-based applications.

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<sup>51</sup> Public Technology Inc., *How Can We Work Together?* Available from *PTI Transportation Task Force Publications*, home page, 7-Jun-2002 <[www.pti.org/task\\_forces/transportation/pubs.html](http://www.pti.org/task_forces/transportation/pubs.html)>.





## Appendix D. Survey of Texas State Agency Justice Initiatives

The development of the TJI<sup>3</sup> Plan is only one of several initiatives relating to integrated justice that is underway. The following initiatives or projects are in various stages of planning or development but they are being coordinated to help insure that the vision for an integrated justice system moves forward.

Project	Supports TJI <sup>3</sup> Plan Goals	Comments
Expand TLETS to provide more justice agencies online access to CCH/CJIS, especially prosecutors, district clerks, county clerks, district judges, county judges, JPs, district attorneys' offices, county attorney's offices, pre-trial release agencies, probation and parole	4, 5	The TLETS Satellite deployment delays have delayed progress.
Create model functions (standards) for fingerprint, tracking, case reporting, etc.	2, 3	State agencies have written first level of state functions performed.
Offender Information Management System (OIMS) TDCJ Reengineering Project—The Reengineering Project is committed to improving the management of offender information to enhance public safety and increase agency effectiveness, efficiency, and accountability. The project includes (1) the modernization of business processes that support offender information management from commitment to discharge, (2) the development and implementation of a custom Web-based system to support those processes; and (3) the implementation of network infrastructure improvements. The OIMS will enhance the agency's ability to provide decision-makers across TDCJ and in the larger criminal justice community with the information needed to make effective policy, budget, and operational decisions.	2,3	Active—OIMS project began in 1994, Phase I scheduled to end 8/1/2002.
Statewide Victim Notification System—The 77th Texas Legislative Session, HB1572, Section 16(b), gave the Attorney General of the State of Texas the authority to contract with the Texas Department of Criminal Justice to implement a computer network victim notification system. TDCJ is in the process of identifying the entities to determine feasibility, development, and evaluation requirements for the Statewide Victim Notification System.	4	Active—Project start date 9/1/2001; scheduled end date is 12/31/2002.
Improve Flash Notices—Improve the DPS and TDCJ flagging of persons under TDCJ supervision to improve flash notice system. (When an offender is arrested whose record is flagged as under TDCJ supervision, the DPS sends a message to TDCJ. The current process is done by magnetic tape from TDCJ to DPS)	2, 4	Proposed—State CJIS Audit recommends improvement to Flash Notice System
Expand State Ready Electronic Data—Expand the electronic submission of information received through State Ready to include additional identification information, arrest information, automate hardcopy pre-sentence reports, expand state ready data to all counties	2, 3	Proposed—Phase II of the TDCJ Reengineering project will address this expansion of reported information.
TDCJ's DPS Data Transmissions Review—Expand electronic transmission of offender information to include all offenders (probation, state jail, and substance abuse)	3	Active—This is an ongoing project for the improvement of ER5 transactions to report custody status information. The project was initiated in July 1996 for the review and expansion of ER5 transactions.

Project	Supports TJ3 Plan Goals	Comments
Incident Tracking Number Reporting—Incident numbers are not being reported to TDCJ with the offenders as they are sent to incarceration	2, 3	Proposed—State CJIS Audit recommends improvement of Incident Number Reporting.
Integration and automation of Sex Offender process	2, 4	DPS has created a secure sex offender Web site that provides law enforcement agencies with modify and update capability for sex offender records. Now the need is to develop requirements and specifications for livescan transaction that will allow law enforcement agencies to <i>create</i> a sex offender record.
Development of an unsupported disposition file that is accessible to law enforcement via TLETS; conviction data available to the general public; would require disposition agency to provide demographic data in the court disposition segment	2, 4	DPS has contracted with a vendor to develop this program. DPS needs to communicate requirements to electronic disposition reporting entities regarding demographic submission.
Rewrite of CCH to provide online real time access and incorporate improvements	2, 3, 4	DPS is developing a plan to redesign and rewrite CCH.
TDCJ Offender Information Web site—Allow criminal justice agencies to query the TDCJ offender Web site by name, number, race, sex, county, and current location	4	Active—The Web site has been created; however, it is not currently available to law enforcement due to security and legal issues and concerns. Project began May 1999.
For each arrest-reporting jurisdiction, identify arrests reported and estimate how many arrests are not reported. Can compare to uniform crime reporting data and historical arrest records	3	DPS will perform this function in accordance with HB 776.
Identify court dispositions reported and how many dispositions are not reported. Can compare to arrest reported with some average “lag time,” historical disposition levels, and OCA reports	2, 3	DPS will perform this function in accordance with HB 776.
Identify extent to which dispositions being held by the counties are awaiting some other action. No arrest reported, therefore, no arrest available to which the disposition can be reported; no arrest reported and defendant has no prior arrest record, therefore no SID number available that can be entered in the record and placed in a pending file at DPS.	3	DPS is performing some of these functions now and will perform this function in accordance with HB 776
Encourage local coordination to pass SID numbers from arresting agency to prosecutor to courts	3, 5	DPS will include this in plan to encourage participation in CJIS, in accordance with HB 776
Create a secure DPS Web site for posting information (post SID and arrest data; post interim prosecutor action). This will create a CCH Web site that will provide subscribers the ability to view listings of open arrest cycles in their counties. Cycles will remain on the Web site from arrest until final disposition action is taken by prosecutor or court	2, 4	Will be included in CCH redesign plans
Expand electronic disposition reporting by the courts	2, 3	OCA/JCIT Electronic Reporting Project 2002

Project	Supports TJI <sup>3</sup> Plan Goals	Comments
Electronic Notices and Packets—Provide the courts with electronic notice and electronic access to Progress Reports and Pen packets for Institutional Division, state jail, and boot camp offenders	3, 4	Proposed—Phase II of the TDCJ Reengineering project will address this functionality
Access to driving records for sentencing purposes	—	Consolidate with TLETS
Access to CCH for setting bond	—	Consolidate with TLETS
State warrant data bank for municipal court warrants	4	Being investigated by JCIT, DPS, and OCA
Statewide data bank of non-traffic juvenile convictions so a court can determine if it has jurisdiction over a minor	2, 4, 5	Not currently active
Statewide inter-court legal research network for judges to communicate with others to share jury charges, copies of motions, communicate on procedural matters, etc. Use LEO (Law Enforcement Online) to provide e-mail access to district judges, county courts (constitutional and statutory), and Justices of the Peace.	5	Trial Court Assistance
Expand DPS flash notice to allow subscribers (TYC, prosecutors, courts) of the action	2, 3, 4	
Fully develop and evaluate data reporting of court information through DPS (data reporting pilot)	2, 3, 4	Data Management
Capture information on persons who enter the criminal justice system without first having been arrested	2, 3, 4	TDCJ and Harris County are doing a pilot on a specific solution.
Adopt statewide judicial information technology standards.	2, 3, 4	Standards
Establish a statewide judicial telecommunications infrastructure database and assist courts with implementation wherever possible.	5	Telecommunications
Replace OCA's case management system.	2, 3, 4	Trial Court Case Management



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## Appendix E. State Agency Statutory References

### **Alcoholic Beverage Commission**

Alcoholic Beverage Code, Title 2, Chapter 5

### **Comptroller of Public Accounts**

Texas Government Code, Title 3, Subtitle A, Chapter 403

### **Criminal Justice Policy Council**

Texas Government Code, Title 3, Subtitle B, Chapter 413

### **Department of Criminal Justice**

Texas Government Code, Title 3, Subtitle G, Chapter 491

### **Department of Public Safety**

Texas Government Code, Title 3, Subtitle B, Chapter 411

### **Judicial Committee on Information Technology**

Texas Government Code, Chapter 77

### **Juvenile Probation Commission**

Human Resources Code, Title 10, Subtitle A, Chapter 141

### **Office of the Attorney General**

Texas Government Code, Title 3, Subtitle A, Chapter 402

### **Office of Court Administration**

Texas Government Code, Title 2, Subtitle F, Chapter 72

### **Texas Department of Health**

Health and Safety Code, Title 2, Subtitle A, Chapter 11

### **Texas Judicial Council**

Texas Government Code, Chapter 71

### **Workers Compensation Commission**

Labor Code, Title 5, Subtitle A, Chapter 402

### **Youth Commission**

Human Resources Code, Title 3, Subtitle A, Chapter 61



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## Appendix F. Grant Funding Links

### Primary

#### **U.S. Department of Justice, Office of Justice Programs, Crime Identification Technology Act (CITA) Web site**

[www.ojp.usdoj.gov/cita/welcome.html](http://www.ojp.usdoj.gov/cita/welcome.html)

Offers up-to-date information about OJP's implementation of CITA and aid in the improvement of state and local criminal justice records, technology, and information system improvement.

#### **U.S. Department of Justice Grants**

[www.usdoj.gov/10grants/index.html](http://www.usdoj.gov/10grants/index.html)

Information on funding opportunities to conduct research, to support law enforcement activities in state and local jurisdictions, to provide training and technical assistance, and to implement programs that improve the criminal justice system.

#### **U.S. Department of Justice, Office of Justice Programs**

[www.ojp.usdoj.gov/fundopps.htm](http://www.ojp.usdoj.gov/fundopps.htm)

Provides information regarding funding opportunities through the U.S. Department of Justice, Office of Justice Programs (includes Corrections Program Office, Drug Courts Program Office, Violence Against Women Office, Executive Office for Weed and Seed, Bureau of Justice Assistance, National Institute of Justice, and Office of State and Local Domestic Preparedness).

#### **National Governors Association (NGA) Workshop Press Release**

[www.nga.org/nga/newsRoom/1,1169,C\\_PRESS\\_RELEASE^D\\_477,00.html](http://www.nga.org/nga/newsRoom/1,1169,C_PRESS_RELEASE^D_477,00.html)

Provides information regarding the November 28, 2000, workshop designed to assist state officials in the development of strategic plans to integrate technological solutions across local, state, and federal criminal justice agencies.

### Secondary

#### **Drug Courts Program Office**

[www.ojp.usdoj.gov/dcpo/](http://www.ojp.usdoj.gov/dcpo/)

The OJP's Drug Court Grant Program offers grants to jurisdictions to plan, implement, or enhance drug courts.

#### **National Criminal Justice Reference Service**

[www.ncjrs.org/fedgrant.html](http://www.ncjrs.org/fedgrant.html)

The National Criminal Justice Reference Service (NCJRS) is a federally sponsored information clearinghouse for people around the country and the world involved with research, policy, and practice related to criminal and juvenile justice and drug control.

### **Office of Juvenile Justice and Delinquency Prevention**

[www.ojjdp.ncjrs.org/grants/grants.html](http://www.ojjdp.ncjrs.org/grants/grants.html)

Learn about funding opportunities from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), other agencies within the Office of Justice Programs or the federal government, or in the private sector.

### **U.S. Department of Justice, Community-Oriented Policing Services**

[www.usdoj.gov/cops/](http://www.usdoj.gov/cops/)

Provides news and information regarding Community-Oriented Policing Services (COPS) Grants, Programs, and Activities.

## **General**

### **ZEN/EC Notices of Funding Availability**

[www.ocd.usda.gov/nofa.htm](http://www.ocd.usda.gov/nofa.htm)

Notices of Funding Availability (NOFAs) are announcements that appear in the *Federal Register*, printed each business day by the U.S. government, inviting applications for federal grant programs. This page allows you to generate a customized listing of NOFAs.

### **Grants for Nonprofits: Law and Criminal Justice**

[www.lib.msu.edu/harris23/grants/2law.htm](http://www.lib.msu.edu/harris23/grants/2law.htm)

A compilation of Web pages and books of potential interest to nonprofit organizations seeking funding opportunities related to the law. Contains links to state-specific and national grant programs.

### **Grant Resources**

[www.grantsresources.com](http://www.grantsresources.com)

Grant Resources is a registered grants consulting firm that provides consultation services in grant proposal writing, grant planning and grant searches. Grant workshops are specialized for requesting agencies and organizations.

### **Paladin Group**

[www.silcom.com/~paladin/promaster.html](http://www.silcom.com/~paladin/promaster.html)

This Web site provides the essential elements of a comprehensive grant proposal.

### **PoliceOne.com**

<https://www.policeone.com>

Provides links to grant resources and information on how to prepare a grant proposal.

### **The Local Dial-Up Internet Grant Program**

[www.usda.gov/rus/telecom/index.htm](http://www.usda.gov/rus/telecom/index.htm)

This program is designed to provide financing to furnish, in rural areas, local dial-up Internet access where it does not currently exist. Grant funds may be utilized for the acquisition, construction, and installation of equipment, facilities, and systems. Grants will be awarded, on a competitive basis, to entities serving communities of up to 20,000 inhabitants to ensure rural consumers enjoy the same quality and range of telecommunications service as are available in urban and suburban communities.



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Roger Killingsworth	Department of Public Safety
Pamela Kopfer	Office of Court Administration
Mary Lauderdale	Department of Public Safety
Mike Lesko	Department of Public Safety
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Christopher Medici	Texas Commission on Jail Standards
Mel Mireles	Department of Information Resources
Ken Nicolas	Office of the Governor, Criminal Justice Division
Caesare Peterson	Department of Public Safety
Shannon Porterfield	Department of Information Resources
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Stan Reid	County Information Resources Agency/ Texas Association of Counties
Jay Savinski	Texas Youth Commission
Mike Shannon	Harris County Justice Information Management System
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Chris Spychalski	Texas Department of Criminal Justice
Peter Vogel	Judicial Committee on Information Technology
Bob Wessels	Judicial Committee on Information Technology/ Harris County Criminal Courts at Law
Dianne Wilson	Judicial Committee on Information Technology



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# Glossary

AFIS	Automated Fingerprint Identification System
AVNS	Automated Victim Notification System
Blueprint	Data and process models that map who needs justice information, where and when the information is needed, and the data definitions that are necessary to share information.
CCH	Computerized Criminal History
CCP	Code of Criminal Procedure
CIO	Chief Information Officer
CIRA	County Information Resources Agency (Texas)
CJD	Office of the Governor, Criminal Justice Division (Texas)
CJIS	Criminal Justice Information System
CJPC	Criminal Justice Policy Council (Texas)
COSCA	Conference of State Court Administrators
CTS	Corrections Tracking System (TDCJ)
Data Dictionary	Detailed definitions for each data element.
Data Model	The framework for identifying information and its relationships to other information technology components. A data model describes how data is interrelated and provides a foundation for planning and building future information systems and/or sharing information among disparate systems.
DIR	Department of Information Resources (Texas)
DOJ	Department of Justice (U.S.)
DPS	Department of Public Safety (Texas)
EAR	Electronic Arrest Reporting
EDI	Electronic Data Interchange
EDR	Electronic Disposition Reporting
FBI	Federal Bureau of Investigation
Fuginet	A database of information on parolees and parole violators, accessible by law enforcement via the Internet.
IJIS	Integrated Justice Information System
IWG	Information Working Group
JAIBG	Juvenile Accountability Incentive Block Grant
JCIT	Judicial Committee on Information Technology (Texas)
LEO	Law Enforcement Online (OCA)

NACM	National Association for Court Management
NASCIO	National Association of State Chief Information Officers
NCHIP	National Criminal History Improvement Program
NCIC	National Crime Information Center
NCSC	National Center for State Courts
NECCC	National Electronic Commerce Coordinating Council
NIBRS	National Incident-Based Reporting System
NLETS	National Law Enforcement Telecommunications System
OASIS	Organization for the Advancement of Structured Information Standards
OCA	Office of Court Administration (Texas)
OJP	Office of Justice Programs (U.S. Department of Justice)
PMO	Program Management Office (DIR)
Repository	A centralized collection of data.
SAJICC	State Agency Justice Information Coordinating Committee
SEARCH	National Consortium for Justice Information and Statistics
SID	State Identification Number
TAC	Texas Association of Counties
TAGIT	Texas Anti-Gang Information Tracking (TDCJ)
TCIC	Texas Crime Information Center (DPS)
TCJS	Texas Commission on Jail Standards
TDCJ	Texas Department of Criminal Justice
TECHnet	Texas Enhanced Criminal History Network
TEX-AN	Texas Agency Network (DIR)
TJI <sup>3</sup>	Texas Justice Information Integration Initiative (also, TJII)
TIBRS	Texas Incident-Based Reporting System (DPS)
TJPC	Texas Juvenile Probation Commission
TLETS	Texas Law Enforcement Telecommunications System
TPOC	Telecommunications Planning and Oversight Council (TEX-AN)
TYC	Texas Youth Commission
XML	Extensible Markup Language
W3C	World Wide Web Consortium